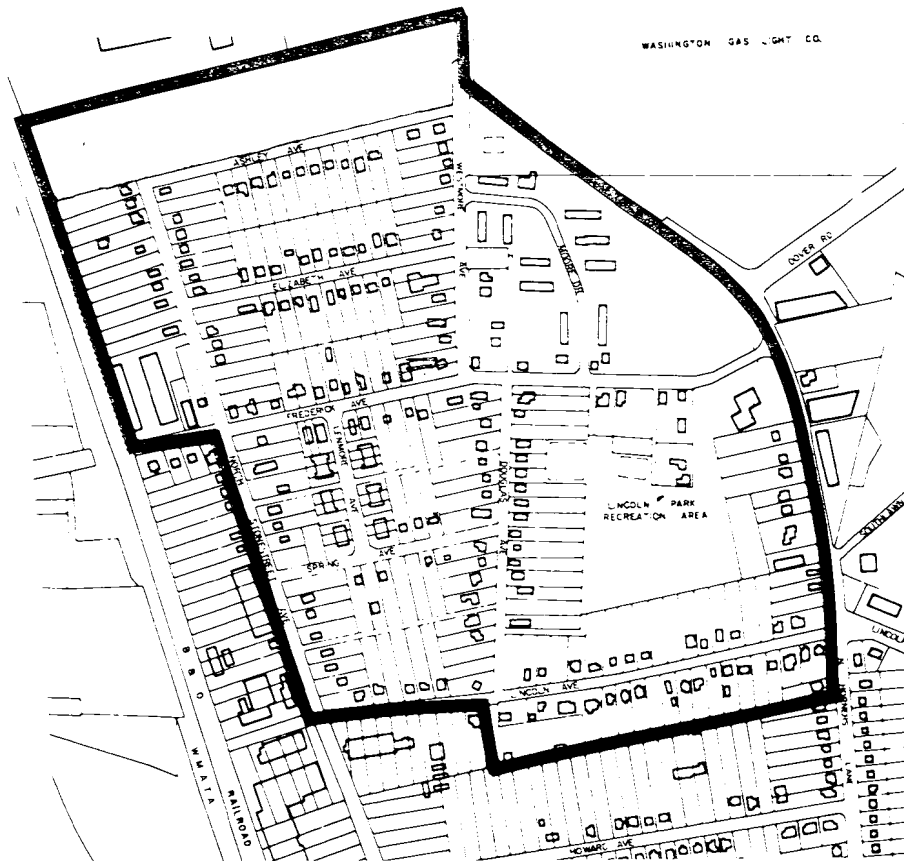




# LINCOLN PARK NEIGHBORHOOD PLAN (Planning Area 6)

Approved and Adopted  
April 23, 1984



City of Rockville, Maryland

AUTHOR: City of Rockville, Department of Planning

SUBJECT: Presentation of a Comprehensive Plan for the physical, economic, and social development of Planning Area 6 of Rockville, Maryland

DATE: April 23, 1984

PLANNING  
AGENCY: City of Rockville, Department of Planning

SOURCE OF  
COPIES: Department of Planning  
City Hall  
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Rockville, MD 20850

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ABSTRACT:

The Lincoln Park Neighborhood Plan for Planning Area 6 of Rockville, Maryland, is third in a series of reports concerning evaluation of residentially oriented subareas within the City of Rockville. It represents a comprehensive treatment of the components which combine to maintain or establish a stable residential area adjacent to a Metrorail Station. This plan sets forth for consideration by the local legislative body, recommended policies and public actions which will guide future decisions and implement actions to strengthen neighborhood stability. The specific planning and development policies have been closely coordinated with neighborhood residents and represents an extension of development, land use, zoning, circulation, housing, and community facility policies contained in the 1970 Master Plan for Rockville, Maryland.

The neighborhood plan was prepared in response to two concerns. First, to involve a unique neighborhood in the City planning program; and second, to evaluate the potential impacts on a residential area bordered on three sides by industrial land uses and determine how to maintain a viable residential community.

To summarize the 14 month process in which over 90 citizens participated is difficult, however, a general policy statement has been prepared for each.

Housing Element - Preserve and enhance existing single-family housing and promote new additions to the housing stock in character with the existing neighborhood and increase the affordable housing stock. (See text p. 19.)

Community Services and Facilities Element - Provide the Lincoln Park Neighborhood Planning Area with the best possible community services and maintain high quality in all facilities within the neighborhood boundaries especially with regard to the Lincoln Park Community Center and Park. (See text p. 35.)

Circulation Element - Circulation patterns should reinforce the stability of the Lincoln Park Neighborhood Planning Area. Metrorail is not expected to significantly impact the community. (See text p. 53.)

Land Use and Zoning Element - Maintain primary residential land use and control existing scale of all commercial and adjacent industrial uses. (See text p. 71.)

**APPROVED AND ADOPTED  
LINCOLN PARK PLANNING AREA 6  
NEIGHBORHOOD PLAN**

**AN AMENDMENT TO THE 1970 PLAN  
FOR ROCKVILLE, MARYLAND**

**APRIL 23, 1984**

**MAYOR AND COUNCIL OF THE  
CITY OF ROCKVILLE, MARYLAND**



John R. Freeland  
**Mayor**

Stephen Abrams  
**Councilman**

Viola Hovsepian  
**Councilwoman**

Douglas Duncan  
**Councilman**

John Tyner II  
**Councilman**

Larry N. Blick  
**City Manager**

Helen M. Heneghan  
**City Clerk**

Paul T. Glasgow  
**City Attorney**

James M. Davis  
**Director of Planning**

Ordinance No. 13-84

Ordinance: To adopt the "Planning Area 6 Lincoln Park Neighborhood Plan" as an amendment to the adopted Master Plan for Rockville.

WHEREAS, the City of Rockville Planning Commission (hereinafter referred to as the Commission), under the provisions of Section 3.07 of Article 66B of the Annotated Code of Maryland may recommend adoption of a Plan for the whole or any part of the City, and may recommend adoption of any amendment or extension of or addition to the Plan; and

WHEREAS, pursuant to Section 3.08 of Article 66B of the Annotated Code of Maryland, the Mayor and Council of Rockville did, by Ordinance No. 14-73, adopt, with amendments, the 1970 Master Plan for Rockville as the Plan for the City of Rockville; and

WHEREAS, the Mayor and Council did instruct the Commission in the Master Plan to proceed to formulate and detail individual plans for neighborhoods in the City, pursuant to requirements contained in Section 3.05 of Article 66B of the Annotated Code of Maryland, it being the intention of the Mayor and Council that such plan(s) become an amendment to the Plan for the City of Rockville; and

WHEREAS, the Commission did cause to have prepared, pursuant to the provisions of Article 66B of the Annotated Code of Maryland, a plan for the Lincoln Park Planning Area, entitled "Planning Area 6-Lincoln Park Neighborhood Plan," and in preparation thereof did make careful and comprehensive surveys and studies of present conditions and future growth of the Lincoln Park Neighborhood Planning Area, with due regard to its relation to neighboring property and territory; and

WHEREAS, said "Planning Area 6-Lincoln Park Neighborhood Plan" was prepared with the general purpose of guiding and accomplishing the coordinated, adjusted, and harmonious development of the Lincoln Park Neighborhood Planning Area and the City which will, in accordance with the present and future needs of said area and of the City, best promote the health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for light and air, conservation of natural resources, the prevention of environmental pollution, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements; and

WHEREAS, after preparation of said "Planning Area 6-Lincoln Park Neighborhood Plan" the Commission gave notice that a public hearing on said "Planning Area 6-Lincoln Park Neighborhood Plan" as an amendment to the Plan for the City of Rockville, would be held jointly with the Mayor and Council in the Council Chambers, Rockville City Hall, on Wednesday, March 7, 1984, at 8:00 p.m., or as soon thereafter as it may be heard, which notice was published not less than ten days prior to the scheduled hearing in the Gaithersburg Gazette, a newspaper of general circulation in the City of Rockville; and

WHEREAS, the Commission did refer a copy of said "Planning Area 6-Lincoln Neighborhood Plan" to all adjoining planning jurisdictions, and to all State and local jurisdictions that have responsibility for financing or constructing public improvements necessary to implement the "Planning Area 6-Lincoln Park Neighborhood Plan," at least sixty (60) days prior to the hearing; and

WHEREAS, on March 7, 1984, the proposed amendment came on for hearing at the time and place provided in said advertisement, and the Commission, having considered the testimony presented did, by Resolution No. 1-84, recommend the adoption of the "Planning Area 6-Park Neighborhood Plan" for the City of Rockville: and

WHEREAS, under the provisions of Section 3.08 of Article 66B of the Annotated Code of Maryland, the Mayor and Council shall adopt amendments to the Plan of the City of Rockville; and

WHEREAS, the "Planning Area 6-Lincoln Park Neighborhood Plan," as adopted below, makes specific recommendations intended to improve the appearance and function of the Lincoln Park Planning Area and shall serve as a guide to public and private actions and decisions to insure the development of public and private properties in appropriate relationships:

NOW, THEREFORE, BE IT ORDAINED BY THE MAYOR AND COUNCIL OF ROCKVILLE, MARYLAND, as follows:

1. That the "Planning Area 6-Lincoln Park Neighborhood Plan" be and the same is hereby adopted as an amendment to the Plan for the City of Rockville, said "Planning Area 6-Lincoln Park Neighborhood Plan" consisting of the following:

- a. The publication entitled "Planning Area 6-Lincoln Park Neighborhood Plan," Rockville, Maryland, dated October 12, 1984;



- b. Addendums and correction sheets identifying errors in the original printed "Planning Area 6-Lincoln Park Neighborhood Plan" discovered after its printing, and information added to the "Planning Area 6-Lincoln Park Neighborhood Plan" which are necessary and appropriate to the full and detailed presentation of the goal, objective, policies, and requirements herein approved and recommended for adoption.

The balance of the document is subject to editorial review and correction prior to final printing. The addendum items will be incorporated into the final copy. There shall be no change to recommendation 8, page 81 of the original document. Text corrections for consistency should be handled by the staff.

\* \* \* \* \*

I hereby certify that the foregoing is a true and correct copy of an Ordinance adopted by the Mayor and Council of Rockville at its meeting April 23, 1984.

---

City Clerk



## PLANNING COMMISSION

Leah Barnett  
Chairman

Donald Boebel  
Commissioner

Lewis T. Dale  
Commissioner

Carlos E. Caban  
Commissioner

Granville E. Paules  
Commissioner

James M. Davis  
Director of Planning

Resolution No. 1-84

RESOLUTION: To approve and recommend the adoption of the "Planning Area 6-Lincoln Park Neighborhood Plan" as an amendment to the Adopted and Approved Plan for the City of Rockville, Maryland.

WHEREAS, the City of Rockville Planning Commission (hereinafter referred to as the "Commission"), under the provisions of Section 3.07 of Article 66B of the Annotated Code of Maryland may recommend adoption of any amendment for the whole or any part of the City and may recommend adoption of any amendment or extension of or addition to the Plan; and

WHEREAS, the Commission previously adopted a Master Plan for the City of Rockville, Maryland on July 29, 1970; and

WHEREAS, the Mayor and Council did instruct the Commission through the 1970 Master Plan to proceed to formulate and detail neighborhood plans for Rockville pursuant to requirements contained in Article 66B, Section 3.05 of the Annotated Code of Maryland, it being the intention of the Mayor and Council that the final neighborhood plans become amendments to the Plan for the City; and

WHEREAS, the Commission did cause to have prepared pursuant to Section 3.05 of Article 66B of the Annotated Code of Maryland, a plan for the Lincoln Park neighborhood of Rockville, Maryland entitled "Planning Area 6-Lincoln Park Neighborhood Plan;" and

WHEREAS, the Commission in preparation of said "Planning Area 6-Lincoln Park Neighborhood Plan," which corresponds to a major geographical section of the City as defined therein, did make careful and comprehensive surveys and studies of present conditions and future growth within the Lincoln Park Planning Area, with due regard for its relation to neighboring property and territory; and

WHEREAS, the "Planning Area 6-Lincoln Park Neighborhood Plan" was made with the general purpose of guiding and accomplishing the coordinated, adjusted, and harmonious development of a section of Rockville and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development including among other things, adequate provision for traffic, promotion of public safety, adequate provision for light and air, conservation of natural resources, the prevention of environmental pollution, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements; and

WHEREAS, after the preparation of said "Planning Area 6-Lincoln Park Neighborhood Plan" as a proposed amendment to the Plan for the City, the Commission gave notice of the time and place of public hearings to be held on said "Planning Area 6-Lincoln Park Neighborhood Plan" as an amendment to the Plan for the City by giving notice in a newspaper of general circulation in the City; and

WHEREAS, the Commission did refer copies of said "Planning Area 6-Lincoln Park Neighborhood Plan" to all adjoining planning jurisdictions and to all State and local jurisdictions that have responsibility for financing or constructing public improvements necessary to implement the "Planning Area 6-Lincoln Park Neighborhood Plan," at least sixty (60) days prior to the public hearing; and

WHEREAS, the Commission held a joint public hearing with the Mayor and Council of Rockville, Maryland on said "Planning Area 6-Lincoln Park Neighborhood Plan" in the Council Chamber at City Hall in Rockville, Maryland on March 7, 1984; and

WHEREAS, the Planning Commission did take into consideration testimony presented at said public hearing and now desires to present its recommendations for an amendment to the Plan for the City of Rockville, Maryland; and

WHEREAS, this "Planning Area 6-Lincoln Park Neighborhood Plan" is intended to focus public attention on fundamental aspects of City planning and to present a series of specific action recommendations intended to improve the appearance, design, function, and stability of Rockville's neighborhoods; and

WHEREAS, the neighborhood planning and development policies recommended in the "Planning Area 6-Lincoln Park Neighborhood Plan" have been closely coordinated with and represent an extension of development, land use, zoning, transportation, housing, and public facility policy contained in the Plan for the City of Rockville, Maryland.

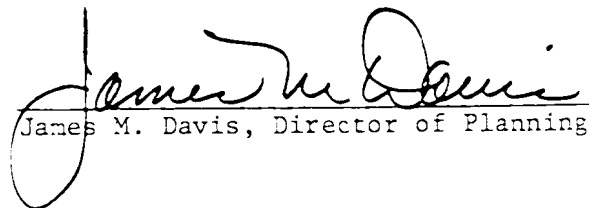
NOW, THEREFORE, BE IT RESOLVED by the Planning Commission of Rockville, Maryland, as follows:

1. That the "Planning Area 6-Lincoln Park Neighborhood Plan" be and the same is hereby approved and recommended for adoption by the Mayor and Council of Rockville, Maryland pursuant to Article 66B, Section 3.08 of the Annotated Code of Maryland as an amendment to the Plan for the City of Rockville, Maryland. The "Planning Area 6-Lincoln Park Neighborhood Plan" consists of the following:
  - a. The publication entitled the "Planning Area 6-Lincoln Park Neighborhood Plan - Rockville, Maryland, as printed October 12, 1983.

- b. Addendums and correction sheets identifying errors in the original printed "Planning Area 6-Lincoln Park Neighborhood Plan" discovered after its printing, and information added to the "Planning Area 6-Lincoln Park Neighborhood Plan" which is deemed necessary and appropriate to the full and detailed presentation of the goal, objective, policies, and requirements herein approved and recommended for adoption.

\* \* \* \* \*

I certify that the above is a true and correct copy of a Resolution adopted by the Planning Commission of the City of Rockville, Maryland, at its meeting of March 21, 1984.

  
James M. Davis, Director of Planning

# NEIGHBORHOOD PLANNING ADVISORY GROUP FOR LINCOLN PARK

## PLANNING AREA 6

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Elizabeth Hill  
Bernice Howard  
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Ardell Shirley

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Anita Summerour  
John Summerour\*  
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Geraldine Wilson  
Marie Worrell

\*Co-Chairmen

James M. Davis  
**Director of Planning**

Lewis R. Sanford Jr.  
**Project Coordinator**

#### STAFF CREDITS

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# INTRODUCTION

## LINCOLN PARK NEIGHBORHOOD PLAN

### PLANNING AREA 6

#### INTRODUCTION

The Lincoln Park Neighborhood Plan or Planning Area 6 is third in a series of detailed neighborhood planning documents to be prepared subsequent to the adoption of the 1970 Master Plan. Neighborhood plans such as this are part of an effort to integrate local concerns with long-range planning policies and programs at the Citywide level. This distinctly defined neighborhood is comprised of both multi-family and single-family units with a broad variety of single-family housing styles. Planning Area 6 is comprised of four subdivisions including Lincoln Park, First Addition to Lincoln Park, England's Second Addition to Lincoln Park, and Lenmore Apartments. The Lincoln Terrace Apartments might also be counted separately. This 82-acre area has 340 households and a population of 971 residents.\*

The purposes of preparing this neighborhood planning document are three-fold. First, involve residents of the local area in highlighting issues and developing recommendations for action on problems affecting the community which are acceptable to residents, the Planning Commission, and the Mayor and Council; second, develop a neighborhood comprehensive plan; and third, evaluate the potential impacts on an area bordered by industry near a Metrorail station.

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\*1980 Census, Bureau of Census, Department of Commerce, June, 1982.

### Neighborhood Concept

The Lincoln Park neighborhood is a community unique in the City of Rockville. It is one of the oldest black communities in the county, dating back to the 1850s. There is a strong religious community and two distinct economic groups which have made for a very stable social community. This "sense of community" is very apparent from speaking with both long- and short-term residents. All this exists despite continuing pressure from surrounding industrial land uses and difficult enforcement problems from local street gambling, drinking, and drug traffic. Responsible planning, increased resident awareness, protection from adjacent industrial users and strict law enforcement are the primary approaches which can preserve and enhance this stable neighborhood.

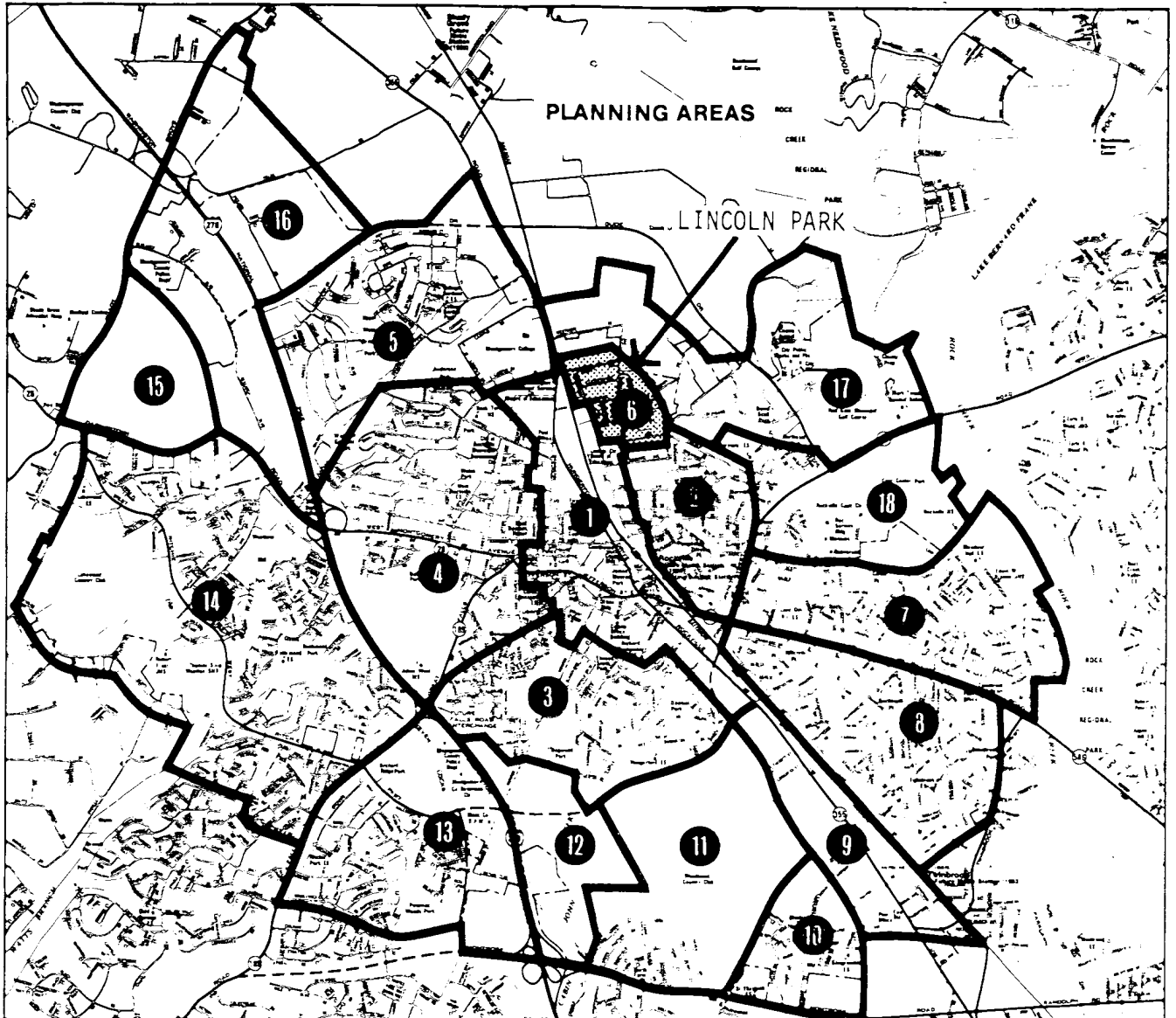
The fundamental purpose of the 1970 Master Plan is to provide a framework for making Rockville the best possible residential community. The intent to establish a stable community is strongly supported by the 1970 Master Plan goal on preservation of existing neighborhoods. This goal states:

"Established neighborhoods will be maintained in their present predominate residential character and protected from the intrusion of unwarranted traffic and blighting influences of commercial, industrial, and incompatible nonresidential development."\*

The implication of this goal at the neighborhood level is to insure a continued pattern of single-family detached homes (density R-60), no further expansion of current industrial or commercial establishments beyond type and acreage, and limitation of encroachment by nonresidential traffic.

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\*Master Plan, City of Rockville, Planning Commission, 1970, p.1.



Two additional points from the 1970 Master Plan are pertinent to the previously discussed goal, objective and policies with respect to the process of preparing a Neighborhood Comprehensive Plan.

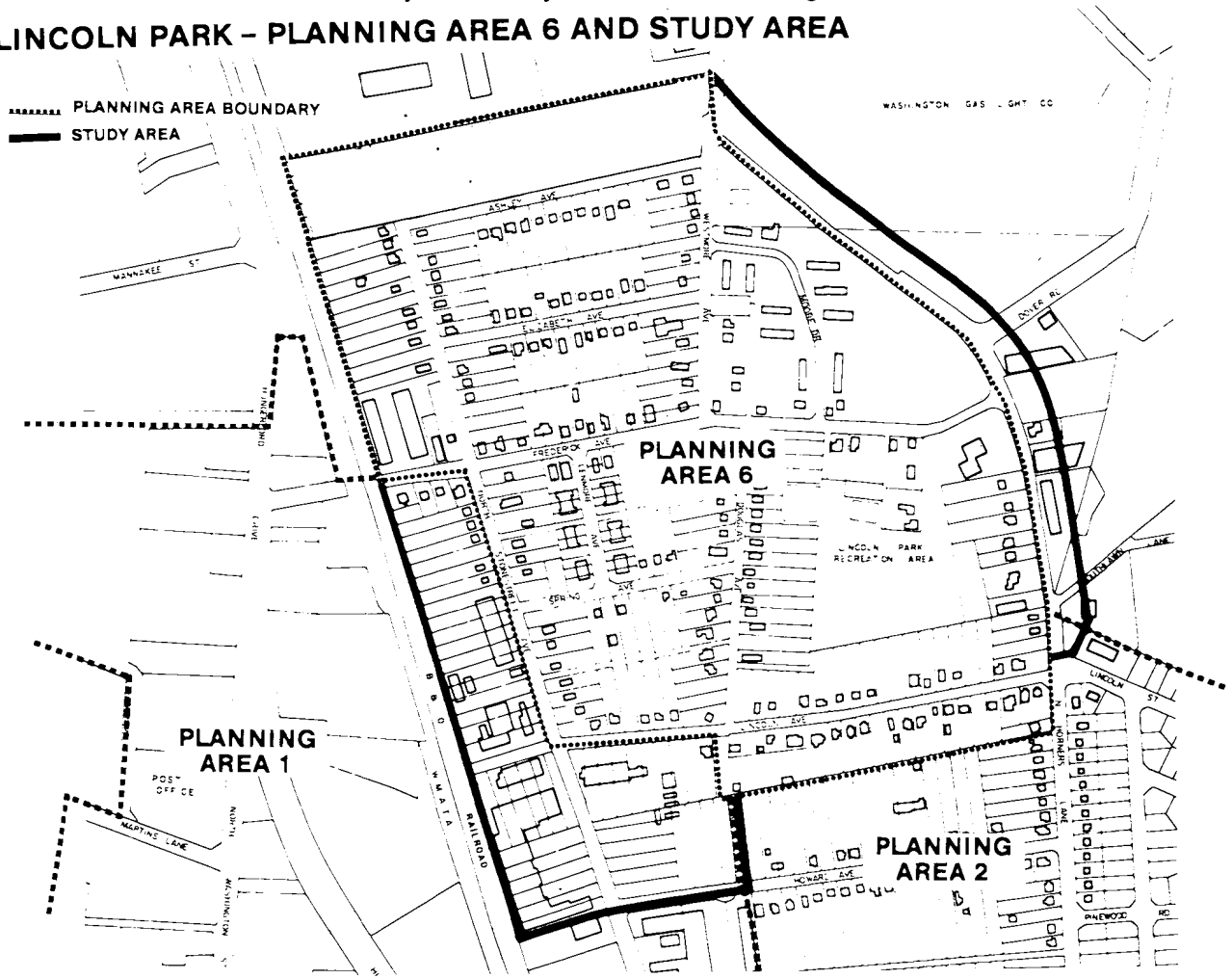
- That people will continually have an opportunity and be encouraged to participate in planning for their community and most directly in the plans for their own immediate neighborhoods.

- That the overriding policy will be to improve the quality of life for the City's existing and future residents.\*

#### NEIGHBORHOOD PLANNING AREA BOUNDARY

The Planning Commission, with Resolution No. 3-82 and the Mayor and Council with Ordinance No. 14-82, established the following area within census tract 7009.02 as a homogeneous residential neighborhood bounded on the north by the Westmore industrial area above Ashley Avenue; on the east by North Horners Lane; on the south by Lincoln Avenue; and on the west by the B & O railroad tracks and North Stonestreet Avenue. The area is bordered on the south by the Croydon Park Planning Area 2 and on the west

#### **LINCOLN PARK - PLANNING AREA 6 AND STUDY AREA**



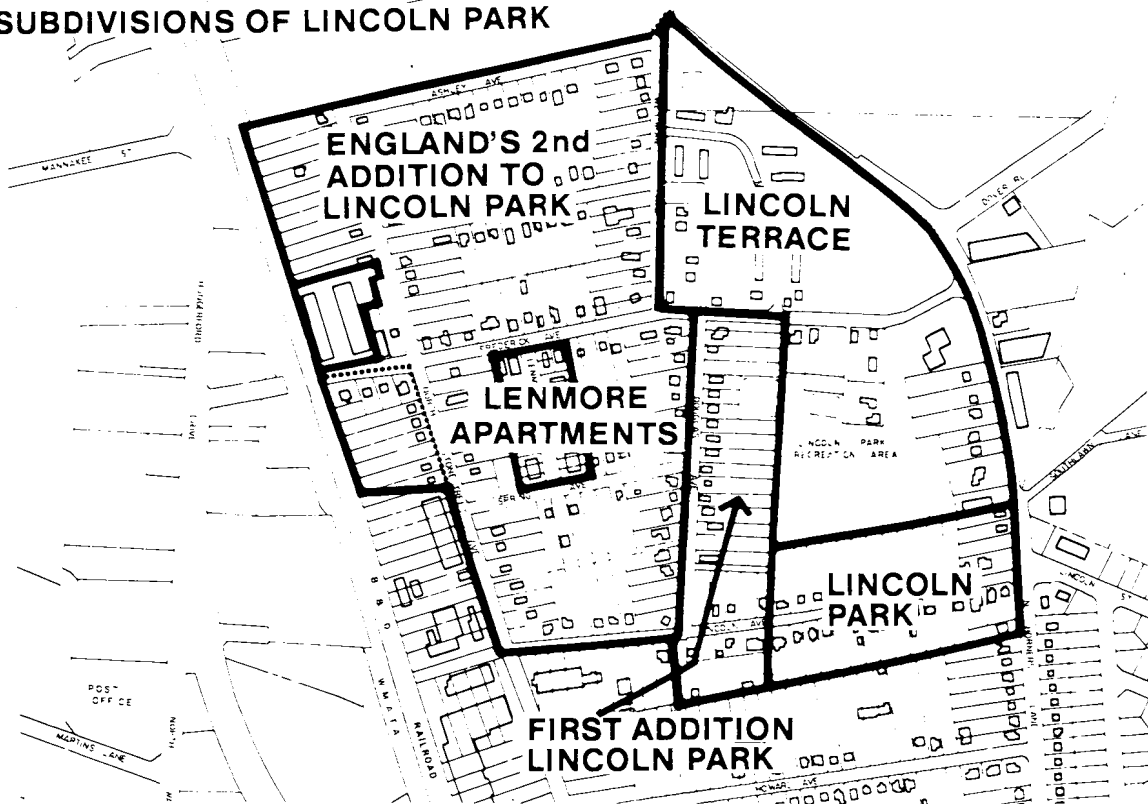
\*Ibid.

by the Town Center Planning Area 1. Residents can easily walk to any destination within the planning area and closely identify with the immediate community.

#### NEIGHBORHOOD STUDY AREA BOUNDARY

The Planning Commission, in conjunction with the Lincoln Park-Neighborhood Planning Advisory Group, has determined that the study area should include adjacent land areas which directly impact the planning area. (See preceding map - Lincoln Park Planning Area 6 and Study Area.) The study area defined includes a portion of the Town Center Planning Area 1 which is contiguous to Lincoln Park Planning Area 6. These areas are either direct social elements of the community or potentially affect the area due to land use (visual impacts, traffic impacts).

#### **SUBDIVISIONS OF LINCOLN PARK**





## DEVELOPMENT HISTORY

Lincoln Park was not part of the City of Rockville until the second "mass" annexation of July 1949. Lincoln Park was added to the City when Twinbrook, Broadwood Manor, Hungerford Towne, and parts of Croydon Park were added to the eastern side of the City. Home rule for local government was not added until 1954.

For such a small area, the Lincoln Park neighborhood has an extensive history dating back to Civil War days. The Lincoln Park Subdivision was first recorded in 1914 by W. W. Welsh. This is probably a second recording since the First Addition to Lincoln park was platted in 1892. Currently, there are 14 structures predating 1920 still standing in Lincoln Park. In 1926, England's 2nd Addition to Lincoln Park was recorded. This was the most substantial subdivision within the community. The two apartment groups were constructed in 1954 and 1960 and are known as Lenmore and Lincoln Terrace Apartments, respectively. Most of the subdivided parcels were purchased by individuals. This has produced an interesting and varied group of housing styles and types. The narrow 50 foot lots have created a very close, dense community. The amount of land available for continued residential construction is quite limited. Most of the vacant parcels are attached to existing residences and most are undersized by current development standards.

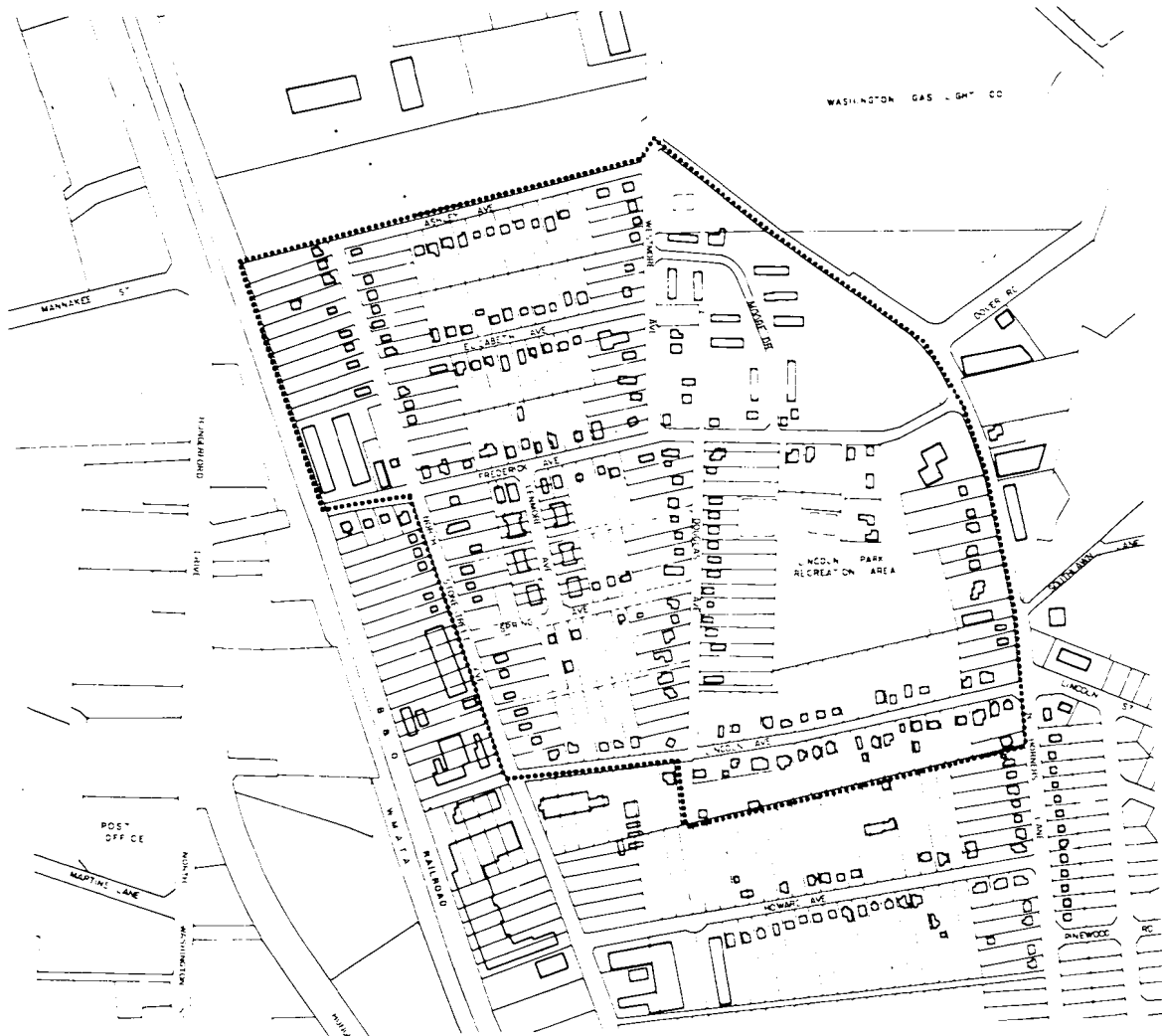
In 1962, a small industrial warehousing operation was opened at Frederick Avenue immediately adjacent to the railroad tracks. This type of operation would not be allowed to occur today. The continuing use of the Board of Education sites on North Stonestreet Avenue and Lincoln Avenue are also industrial type uses despite their residential zoning. These types of conflicts make defining the neighborhood a challenge.

# **PROCESS AND GOALS**

## PROCESS AND GOALS

### INTRODUCTION

The Lincoln Park Neighborhood Plan is the first step in the continuing effort to monitor the development of the City of Rockville. Evaluation of the impact of surrounding land uses on our residential areas is critical to insure effective and adequate service provision for neighborhoods with needs as variable as the individuals of the City. The Lincoln Park area is the third residential community within the City to be reviewed by its residents due to its location adjacent to the Town Center and relative proximity to the Rockville Metrorail Station.



The City of Rockville has been actively working to maintain stable residential areas, and the Lincoln Park area was given specific attention during the development of the Town Center Urban Design Plan. The Town Center Plan calls for protection of "stable residential areas adjoining the Town Center from encroachment."\* Specific recognition of the railroad as a major physical barrier from a higher density downtown area is noted. The service industrial area with the height restriction of 40 feet serves as a transitional area with the railroad clearly separating the residential area from the downtown.

To mitigate the impact of Metro on the Lincoln Park and Croydon Park neighborhoods, the City has been successful in promoting three specific actions. First, all Montgomery County Metro stations will open simultaneously reducing the pressure on any one station. Second, the Metrorail line was extended to Shady Grove to eliminate terminus station impacts within the City. Finally, the City has scheduled all Metro related projects to be completed prior to the opening of the station. These actions should make policies within the neighborhood easier to implement.

As can be seen, the Lincoln Park Neighborhood Plan is preservation oriented, implementing the goals of the community, and the 1970 Master Plan of the City of Rockville.

#### PROCESS

The first step in any comprehensive planning process is to identify issues and needs of the planning area being studied. For this purpose, a special advisory group comprised of residents within the area was appointed by the Planning Commission to consider various concerns at a strictly neighborhood level. Problem identification was done through a series of open, publicized meetings which were held in the neighborhood. This

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\*Town Center Urban Design Plan (Approved and Adopted), Master Plan Amendment, Planning Department, City of Rockville December 1979.

process permitted recognition of basic neighborhood attitudes towards the community and the areas surrounding the neighborhood area.

Once problems were identified, a series of meetings were held to consider each by subject area. Beginning with Housing and finishing on Land Use and Zoning, a broad variety of topics were addressed. Fliers were circulated to every household on a monthly, or more frequent, basis by Advisory Group members. Residents were invited to participate at their churches. In addition, a neighborhood survey went out to every household in the community with over a 30% response. Over 73% of respondents indicated that they were aware of the Lincoln Park-Neighborhood Planning Advisory Group.

#### PLAN ELEMENTS

The Land Use and Zoning Element sets forth the general standards for existing and anticipated uses in the Lincoln Park area. This is a key component in assisting policy-makers in reviewing private sector development for conformance with neighborhood objectives.

The Housing Element considers the effect the environment, home maintenance, and speculative investment have on the neighborhood as a social entity and the direct impact on housing values.

The Circulation Element evaluates existing problems and future options in the area of traffic circulation, mass transit, and pedestrian/bikeway alternatives. Options are reviewed and some are recommended.

The Community Services and Facilities Element brings in all City services having an impact or delivering any type of services to the Lincoln Park Planning Area. A brief profile of the population is presented, facilities are identified, and service areas are revised.

This plan should be periodically reviewed. The City as a whole, and Lincoln Park as a unique unit, continues to be guided by the 1970 Master Plan of the City of Rockville.

## GOALS AND OBJECTIVES

The following goals and objectives are stated by subject area and attempt to lend guidance to policy makers faced with decisions involving the Lincoln Park neighborhood. These are restated in their respective chapters.

### Housing

GOAL: MAINTAIN AND INCREASE QUALITY, AFFORDABLE HOUSING ALTERNATIVES (OWNER AND RENTAL OPPORTUNITIES) WHILE PROTECTING LINCOLN PARK FROM NONRESIDENTIAL ENCROACHMENT AND NONCONFORMING LAND USES.

OBJECTIVE: MAINTAIN OR ENHANCE EXISTING HOUSING PARTICULARLY THROUGH ENCOURAGING EXTERIOR FACADES AND LANDSCAPING MAINTENANCE BY ALL LANDOWNERS WITHIN LINCOLN PARK OR ENVIRONS.

OBJECTIVE: MAINTAIN OR ENHANCE APPEARANCE OF RENTAL STOCK AND INTEGRATE RESIDENTS INTO THE COMMUNITY TO INSURE TENANTS RIGHTS AS CITIZENS.

OBJECTIVE: ENCOURAGE DEVELOPMENT OF ADJACENT VACANT OR REDEVELOPABLE LAND FOR RESIDENTIAL USE. TO INCREASE THE AVAILABLE MODERATELY PRICED HOUSING STOCK AND FURTHER REINFORCE THE V ABILITY OF THE RESIDENTIAL AREA.

### Community Services and Facilities

GOAL: PROVIDE THE BEST QUALITY SERVICES AND FACILITIES TO THE LINCOLN PARK NEIGHBORHOOD.

OBJECTIVE: IMPROVE COORDINATION BETWEEN CITY DEPARTMENTS AND BETWEEN OUTSIDE AGENCIES TO MORE EFFECTIVELY SERVE THE NEIGHBORHOOD.

OBJECTIVE: PROMOTE INCREASED INVOLVEMENT WITH RESIDENTS TO AID IN  
DEVELOPING STRONG SERVICE PROGRAMS.

Circulation

GOAL: ESTABLISH CIRCULATION PATTERNS AND OPPORTUNITIES WHICH  
ENSURE AND PROTECT THE RESIDENTIAL NATURE OF PLANNING  
AREA 6.

OBJECTIVE: TAKE APPROPRIATE MEASURES TO RESTRICT NONRESIDENTIAL  
PASS-THROUGH TRAFFIC TO STREETS OUTSIDE THE STUDY AREA.

OBJECTIVE: CONTINUE EFFORTS TO ENSURE THAT ADEQUATE ALTERNATIVE  
TRANSPORTATION IS AVAILABLE.

Land Use and Zoning

GOAL: MAINTAIN A STABLE, SECURE RESIDENTIAL NEIGHBORHOOD.

OBJECTIVE: DENY ANY ADDITIONAL NONRESIDENTIAL DEVELOPMENT.

OBJECTIVE: REVERT NONCONFORMING LAND USES TO INTENDED RESIDENTIAL  
USE AT THE EARLIEST OPPORTUNITY.

OBJECTIVE: ENCOURAGE VACANT OR REDEVELOPABLE LAND TO BECOME  
RESIDENTIAL.

# **HOUSING ELEMENT**



## HOUSING

### INTRODUCTION

Lincoln Park Neighborhood has a reputation as an attractive, desirable place to live with local churches, schools, and many family ties. The neighborhood has close proximity to the Rockville Metrorail Station due to open in 1984. Its residents are generally well housed in a comfortable environment. Despite this rosy picture, housing availability is poor for new residents or younger family members now requiring a place of their own. Modest prices are still not low enough when coupled with high interest rates to accommodate many first time home buyers. Rental housing is at a premium. The public housing project is regularly challenged to maintain the twenty year old structures on a limited budget.

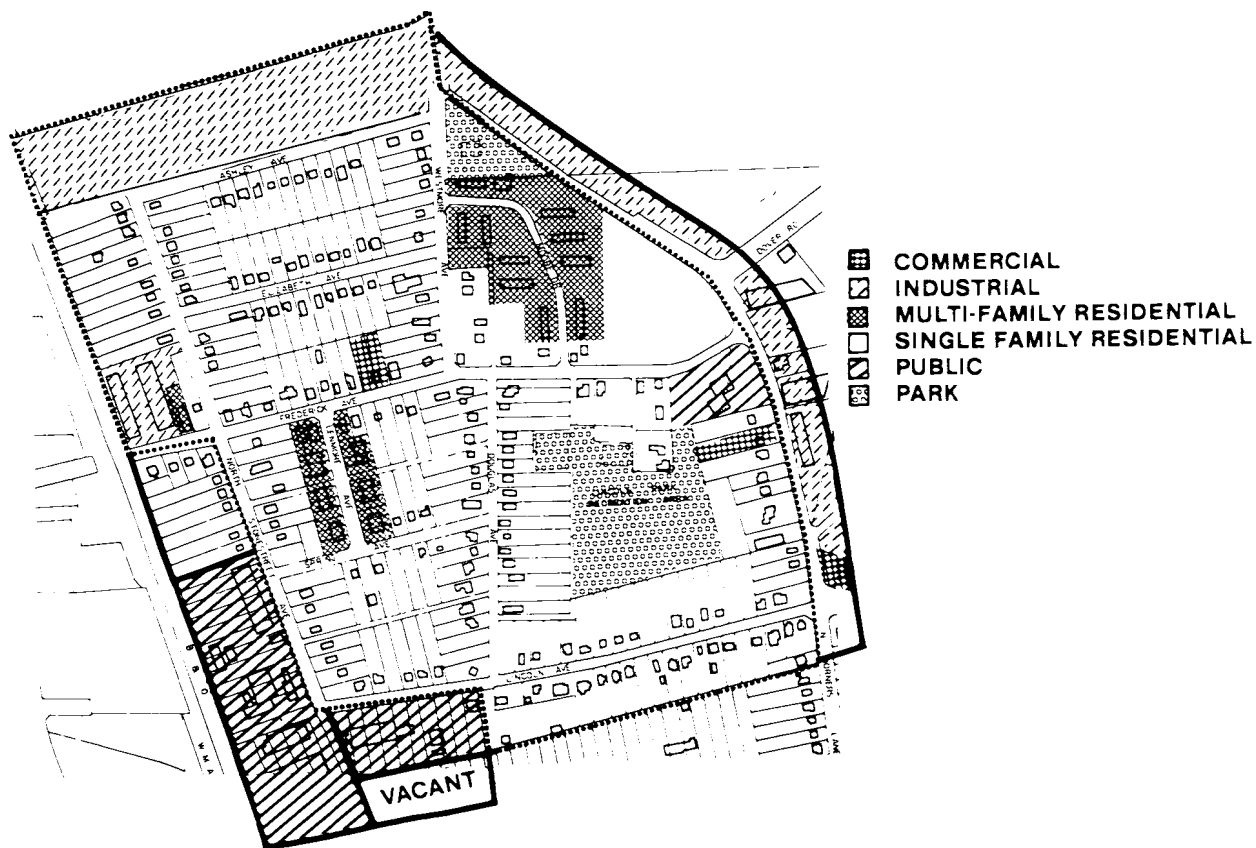
The Lincoln Park Neighborhood itself is a predominantly residential area including a small number of non-conforming land uses within the planning area. There are 340 households within the study area of which 208 are single-family (detached homes or duplexes) and 132 are multi-family. It is important to note that 39% of the households are in multifamily units -- greater than any other neighborhood within the City excepting the Town Center and Planning Area 10.

### EXISTING CONDITIONS

The predominant land use is residential and zoning for the area is established as R-60 residential with a small number of non-conforming uses. (Land use is evaluated under the Land Use and Zoning chapter). The zoning allows a density of up to seven units per acre. The density of single-

family housing rarely achieves such a level since many homes are placed on very deep lots. A typical average lot size for R-60 zones might be 6,000 square feet. Lincoln Park Neighborhood lots are usually around 10,000 square feet. The Lenmore Avenue and Lincoln Terrace Apartments are zoned R-30 which allows garden apartments such as the existing all brick structures.

### LINCOLN PARK LAND USE - ACTUAL



Housing size, styles, and construction materials and techniques vary throughout the neighborhood. Some of the newest homes use the modular construction technique while fourteen units were built prior to 1920 and use either stick or masonry construction. The majority of single-family homes were built between 1920 and 1950 using conventional stick construction. The apartment complex at 114 Frederick Avenue was opened around 1951 after conversion of the old movie house. The Lenmore Avenue and Lincoln Terrace Apartments were opened around 1959. It should be noted that the Lincoln Park Neighborhood petitioned the City of Rockville to be annexed for services in 1949. Services were slowly installed by the City after this time.

Single-family home size is generally suited for smaller families such as younger families, older couples, and families with grown children. Housing styles change throughout the neighborhood lending to the overall character of the area. General housing condition is very good throughout the neighborhood. The housing stock is generally solid and well preserved.

Overall, the price of housing in this neighborhood is more reasonable than other areas within the City or Montgomery County. While prices are fairly comparable to Croydon Park or Twinbrook homes of similar size, the following table shows that Lincoln Park is an area of lower cost housing.

<b>...HOUSING IN LINCOLN PARK IS MORE REASONABLE THAN THE CITY OR MONTGOMERY COUNTY.</b>	<u>Average Sales Value - 1979<sup>1</sup></u>	
	Lincoln Park	\$49,076
	Croyden Park	53,650
	Twinbrook	56,137
	Rockville	79,900
	Montgomery County	93,615

Although housing prices are generally lower than other locations, dramatic increases have occurred between 1970 and 1980. In 1970, the average unit value was only \$15,991, whereas, by 1980 the average home cost \$54,357 or nearly a 240% increase during ten years. This exceeds the Citywide increase over the same period which was 224%. This indicates that Lincoln Park has been a very good investment for the homeowner and investor.

	Average Annual Sales Price <sup>1</sup>		
	<u>Year</u>	<u>Average Price</u>	<u># Sales</u>
<b>AN AVERAGE INCREASE OF OVER 20% ANNUALLY MAKES LINCOLN PARK AN ATTRACTIVE INVESTMENT. (1970-1980)</b>	1970	\$15,991	9
	1971	23,250	3
	1972	20,216	7
	1973	26,033	7
	1974	22,503	6
	1975	34,083	4
	1976	34,720	5
	1977	35,689	9
	1978	40,975	4
	1979	49,076	6
	1980	54,357	12
	1981	57,786	8

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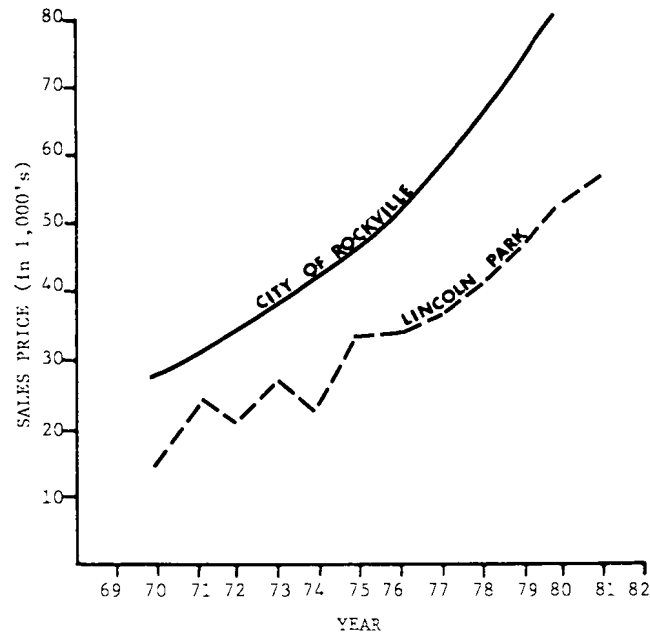
<sup>1</sup>  
Housing Sales in Rockville, City of Rockville, Planning Department  
Bulletin No. 1-81, January, 1981.

<sup>2</sup>  
Annual Residential Development Report, Summary, MNCP&PC, 1979.

<sup>3</sup>  
Lusk's Real Estate Directory, 1970-1981, courtesy Montgomery  
County Board of Realtors.

4

Insert - Average Annual Residential Sales Prices



Does not include sales less than \$4,000 -- No data available.

Housing values would have increased at an even more dramatic rate if several elements within the area were different. First, the apartment complexes are sited very close to single-family homes and, therefore, impact the properties more strongly than might be accepted through current zoning and siting practices. Second, the high stability of the neighborhood -- specifically the very low turnover of homes -- actually tends to hold housing values down. Third, until recently Lincoln Park's nature as a primarily all black neighborhood was seen as a disincentive for purchase by prospective new owners. Primarily, it has been during the last five years that this has been a positive factor in maintaining housing value and

neighborhood stability. Fourth, the neighborhood values are influenced by the presence of a public housing project. Finally, the neighborhood is bordered on three sides by industrial properties.

The Lincoln Park Neighborhood has increased in value for a substantial number of reasons. First, the neighborhood is an extremely stable and well maintained community. Second, housing values are more affordable than other parts of Rockville and Montgomery County. Third, during the last few years, virtually all new sales have been to primary owners versus speculative buyers. Finally, limited vacant land assures prospective purchasers that little or no change will occur in the neighborhood environment.

## LINCOLN PARK TURNOVER 1970-1982

NUMBER OF SALES  
■ ONE  
▣ TWO  
▤ THREE  
▥ FOUR



## APARTMENT LIVING

There are four alternatives for rental housing in the Lincoln Park Neighborhood. Forty-four single-family homes are available for rent within the neighborhood. Most rental units are well maintained. A substantial portion of these units are owned by residents living within the Lincoln Park Neighborhood.

The apartment building located at 114 Frederick Avenue, locally known as the "Red Barn," was originally a movie house. The structure was erected in 1930 and was converted to apartments in 1951. In recent years, the Red Barn has had increasing difficulties in management, upkeep, and finances. Complications surrounding the proper maintenance of the building to allow safe conditions for tenants has been a continuing concern of the City's Division of Licenses and Inspections. The building is no longer attractive and tends to negatively impact immediately adjacent single-family units. This is further aggravated by loitering, gambling, and public drinking problems, which are evident immediately around the building. Currently, this structure is a nonconforming use with underlying zoning of R-60 residential. Single-family homeowners in the area believe the City should force repairs on the building or have it removed. Local residents agree that the grounds should revert to R-60 residential ultimately.

The Lenmore Avenue Apartments attract considerable praise from most local residents. There are 59 garden apartments along Lenmore Avenue. Most concern is generated around cleanliness of the environment near single-family homes. This complex would probably be considered excellent if siting of the structures were at a slightly greater distance from single-family homes. Extra vigilance will always be needed to assure the

best community relations; however, Lenmore Avenue Apartments should be congratulated on general appearance and effort as well as offering alternatives to single-family homeownership.

Finally, the Lincoln Terrace Apartments, a federally regulated Housing and Urban Development complex owned by the Rockville Housing Authority (RHA) operates a public housing project including sixty-five garden apartment units. The basic structure is sound although regular maintenance is difficult due to limited funds. Local residents feel a strong responsibility toward Lincoln Terrace and another nearby public housing project known as David Scull Court. Ties are strong through family, long-term affiliation with some residents, and community ties such as the church. Local residents were pleased that a grievance procedure is being formulated and hope to participate and see strong City involvement in the program. Among other concerns the Neighborhood Planning Advisory Group supports appointment of RHA commissioners to include a resident of the Lincoln Park Planning Area. Concern was also expressed over the frequency which all rental units within a public housing project are inspected -- more frequent systematic inspections would certainly be more to the point. General appearance of the project is what affects the majority of Lincoln Park residents -- extra cleanliness and landscaping enhancement may resolve many concerns.

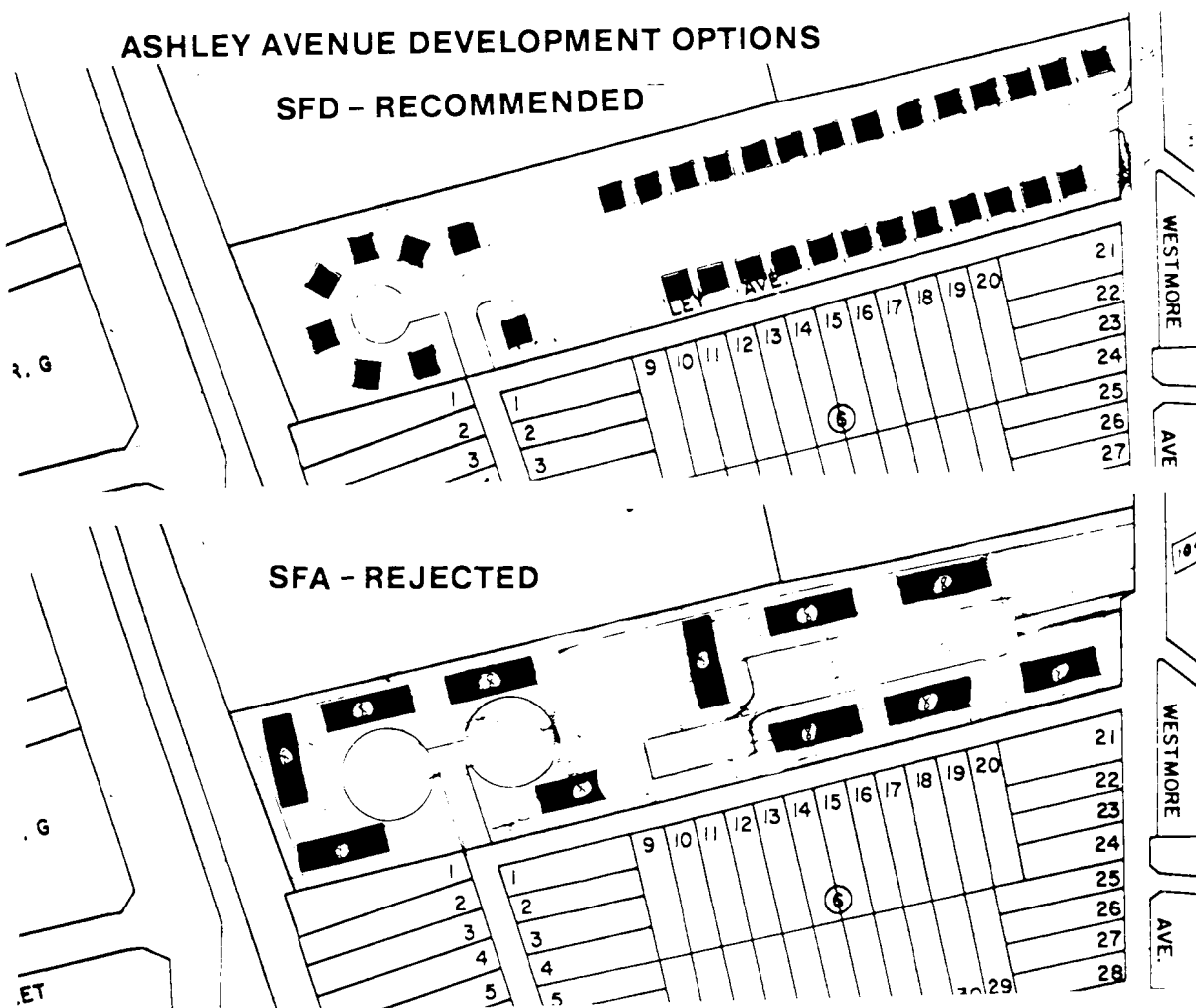
#### VACANT LAND

Potential development for new housing stock is limited within the Lincoln Park Neighborhood. An estimated fourteen lots are readily buildable within the planning area under R-60 residential zoning. Infill of such lots is expected to occur as it has during the last ten years. Modular housing built on concrete slabs have been used to hold down costs.



The only significant vacant parcel available for new development exists north of the planning area where the WINX radio towers exist between Lincoln Park and the Westmore Road Industrial Area. This parcel should be used for housing if it is annexed into the City and developed. The existing open space also serves a positive purpose in separating the residential from industrial use.

Two alternatives were considered for this site. The first option was development of R-60 single-family detached homes on the property. This would strengthen the stability of the neighborhood and reinforce the perimeter of the planning area. The other alternative was construction of townhouses. Single-family detached housing (at R-60 zoning) would produce approximately 44 homes, while townhouses (at RTH densities) would result in



NOTE: SFD = SINGLE FAMILY DETACHED, SFA = TOWNHOUSE.

84 units. Traffic generation from townhouses would be significantly higher. Consideration of who the housing would serve and possible costs were evaluated. Residents recommended R-60, single-family detached homes at no greater than seven units per acre.

#### REDEVELOPABLE LAND

Only two significant parcels of ground are potential candidates for redevelopment during the next ten years -- both owned and maintained by the Board of Education ownership for many years.

The western tract was reviewed as a precaution only, no proposal for redevelopment is expected in the near future. Residents thought it appropriate to develop the northern part of the site as R-60 single-family detached to maintain the current developed character, but found the R-TH development option viable for reinforcing neighborhood boundaries on the

#### STONE STREET AVENUE REDEVELOPMENT OPTIONS



NOTE: SFD = SINGLE FAMILY DETACHED, SFA = TOWNHOUSE.

southern end. Due to the fact that this area is actually within the Town Center Planning area, RTH is an appropriate option.

The eastern parcel located between Lincoln Avenue and Howard Avenue has been considered for possible surplus by the School Board in the past. The community hopes to encourage more moderate cost housing in their neighborhood. With this in mind, the R-TH zone is recommended for this parcel. Residents recommend R-TH at 10.8 units per acre. This would result in approximately 50 townhouse units. Special attention for community needs, such as provision of a tot lot, must be considered at the time of development. Single-family detached units at the standard R-60 zoning is also acceptable to the community. Either type of residential development would reinforce the boundaries of Lincoln Park Planning Area.

#### GOALS AND OBJECTIVES

**GOAL: Maintain and increase quality, affordable housing and housing alternatives (owner and rental) while protecting Lincoln Park from non-residential encroachment and non-conforming land uses.**

**OBJECTIVE: Maintain or enhance existing housing, particularly through encouraging exterior facades and landscaping maintenance by all landowners within Lincoln Park or environs.**

**OBJECTIVE: Maintain or enhance appearance of rental stock and integrate residents into the community to ensure tenants rights as citizens.**

**OBJECTIVE: Encourage development of adjacent vacant or redevelopable land for residential use to increase the available moderate priced housing stock and further reinforce the viability of the residential area.**

## RECOMMENDATIONS

The following recommendations require participation by both the City and community residents. Some actions require primarily one group or the other to take action, however, it is only through joint effort that useful action can be effected.

1. The City should continue home maintenance loan and grant programs to encourage neighborhood safety and appearance. The Free Paint program should be continued to encourage home maintenance.
2. The City's Division of Licenses and Inspections should continue to pursue a strong home inspection program with full community support.
3. Permit infill of existing vacant lots at current R-60 residential zoning conditions.
4. If the WINX property is ever annexed into the City, the parcel should be maintained as open space or zoned residential. The Land Use Map should be adjusted to reflect detached residential, up to 7 units per acre. If Board of Education properties are ever surplusd, development potential should be no greater than 7 - 10.8 units per acre based on map of Stonestreet Avenue Redevelopment Options.
5. Vacant or redevelopable land should be developed in accordance with R-60 zoning standards, such as R-TH, as described in the text under Redevelopable Land. Density should not exceed 10.8 units per acre as limited by the R-TH special development option.

6. The City's Division of Licenses and Inspections should increase the frequency of inspections for public housing projects within the City. Inspections should be done systematically rather than randomly. Please note that inspections are also performed prior to reoccupancy. This should be continued.
7. The Mayor and Council should appoint a Commissioner to the Rockville Housing Authority Board who resides within the Lincoln Park Planning Area so that the housing authority might better respond to community requirements.
8. The Lincoln Park residents intend to form a civic organization to promote better ties with the City of Rockville and provide a significant body of individuals, both homeowners and tenants, which can aid the City in better serving the citizens.
9. The City should authorize exterior improvements such as landscaping and long-term maintenance on the Rockville Housing Authority project at Lincoln Terrace to encourage all funds available to the RHA to be spent on the interior of the units for maximum benefit to tenants. Exterior appearance is of importance to all residents of the community.
10. A special report should be prepared to analyze the nature of 114 Frederick Avenue to include recommendations for appropriate action. The report should be referred to the Planning Commission and Mayor and Council within six months of adoption of the Planning Area 6 Neighborhood Plan.

# **COMMUNITY SERVICES AND FACILITIES**

## COMMUNITY SERVICES AND FACILITIES

### Introduction

The Lincoln Park Planning Area is unique in many ways and provision of community services to this community requires an unconventional approach compared to the rest of the city. The two primary impacts on provision of services can be easily defined. First, the neighborhood is over 87 percent black as identified by the 1980 Census. This impacts how services should be provided and, particularly, how effectively some services are provided. Second, Lincoln Park has limited access to downtown Rockville in two ways: (1) Direct road connection for vehicle travel was removed due to Metrorail extension; and (2) The community has a greater proportion of lower income and elderly persons than the city as a whole -- these groups have reduced availability to transportation for financial and age considerations.

There is a complex service delivery situation in Lincoln Park. For example, due to the water table problems, a sophisticated stormwater management facility had to be designed. The City is responsible for most public services and facilities within the city limits and provides everything from water to recreation programs to Lincoln Park. Unique to Lincoln Park, is the city's only full service community center offering social and recreation programs. Some services, particularly police and social services, are shared by the City with Montgomery County. Those offered exclusively by Montgomery County are: education, fire/rescue services, and libraries.

### Demographics

Demographics is the science which describes population characteristics dealing with the distribution, density, and other vital statistics of a defined population. In order to better understand how services are affected by the unique composition of Lincoln Park, the following discussion is presented.

#### 1980 POPULATION BY RACE: LINCOLN PARK AND ROCKVILLE

<u>Race</u>	<u>Lincoln Park*</u>	<u>Percent</u>	<u>Rockville**</u>	<u>Percent</u>
White	93	9.58%	37,583	85.77%
Black	850	87.54	3,146	7.17
AmerInd/Esk/Aleutian	-0-		64	.20
Asian/Pac.Isl.	12	1.24	2,282	5.20
Other	<u>16</u>	<u>1.64</u>	<u>736</u>	<u>1.67</u>
Total	971	100.00%	43,811	100.00%

Racial characteristics in Lincoln Park are almost the exact opposite of the City as a whole. Community cohesiveness is generally high; this is probably due to long-term stability of the neighborhood. Average residency is estimated to be 15.5 years.

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\*Census of Population and Housing Block Data, Bureau of Census, 1980.

\*\*Census Summary of General Population Characteristics, Bureau of Census, 1980.

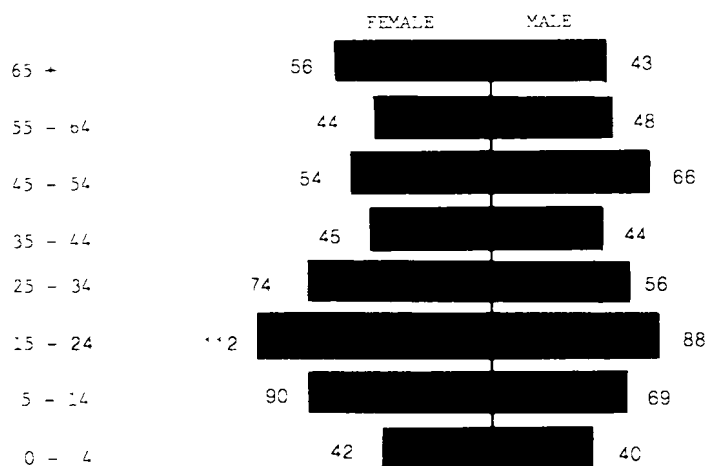


1980 POPULATION BY AGE: LINCOLN PARK AND ROCKVILLE\*\*\*

<u>AGE GROUPS</u>	<u>Lincoln Park</u>	<u>% of Total Population</u>	<u>City of Rockville</u>	<u>% of Total Population</u>
0-4	82	8.4	3013	6.9
5-9	69	7.1	3308	7.6
10-14	90	9.3	3830	8.7
15-17	66	6.8	2717	6.2
18-19	44	4.5	1499	3.4
20-24	90	9.3	3715	8.5
25-29	68	7.0	3627	8.3
30-34	62	6.4	4164	9.5
35-44	89	9.2	6292	14.4
45-54	120	12.4	5226	11.9
55-59	52	5.4	2293	5.2
60-61	20	2.1	641	1.5
62-64	20	2.1	718	1.6
65+	99	10.2	2768	6.3
TOTAL POPULATION	971	100.2	43,811	100.0

NOTE: Variation due to rounding.

1980 AGE PYRAMID FOR LINCOLN PARK STUDY AREA



\*\*\*Census Block Data and Summary of General Population Characteristics, Bureau of Census, 1980.

As can be seen by studying the previous table and graphs, there are three key age groups affecting service demand in Lincoln Park according to the 1980 Census. First, the youth population below age 18. Relative to the city as a whole, Lincoln Park has a slightly greater percentage of young people overall. The slight difference in the 5-9 age group can be explained by the considering second age group from 25-44. This group is most likely to have children in the 5-9 category. The 25-44 age group is smaller relative to the city for two reasons: (1) housing availability (or lack thereof), forces these persons to relocate elsewhere; (2) Lincoln Park has a very low turnover due to the impact of the third group or those over age 65 who comprise a significant portion of the total population. Lincoln Park is in a stable period of low housing turnover. As turnover increases, a strong shift in service demand characteristics may dramatically change from a heavy senior service demand to a youth service demand population over the next 10 to 15 years.

Although detailed census information on the Lincoln park community is not yet available, certain assumptions can be made about household income in the area. First, the Lincoln Terrace Apartments on Moore Drive comprise slightly over 20% of all households within Lincoln Park. All families have low or fixed incomes within this public housing project. As previously noted, over 10% of the population is over age 65. This group is very likely to have a fixed income. Even if only these two groups are on limited incomes, then 25-30 percent of all households are living on limited incomes. Service demand from such groups is generally higher than other locations in the city for this reason.

### Existing Facilities

Facilities are funded and maintained by the city, county, federal government, and Rockville Housing Authority with the community. The Montgomery County Board of Education has administrative offices, a mini-dealership, student-run facility as well as several types of storage operations. Several other county-owned facilities serve the area including the fire/rescue department on Hungerford Drive and the public library in downtown Rockville.

Public housing is operated by the Rockville Housing Authority (RHA), an independent agency operating under federal guidelines. They also supervise 13 turnkey units within the planning area to make more moderate cost housing available.

The City of Rockville owns and operates Lincoln Community Park and the Lincoln Park Community Center. The community center is the only full service center in the entire city.

The public sector is not the only service provider. Several churches also exist in the vicinity. The following map and accompanying list of facilities identify many of the facilities serving the Lincoln Park neighborhood.

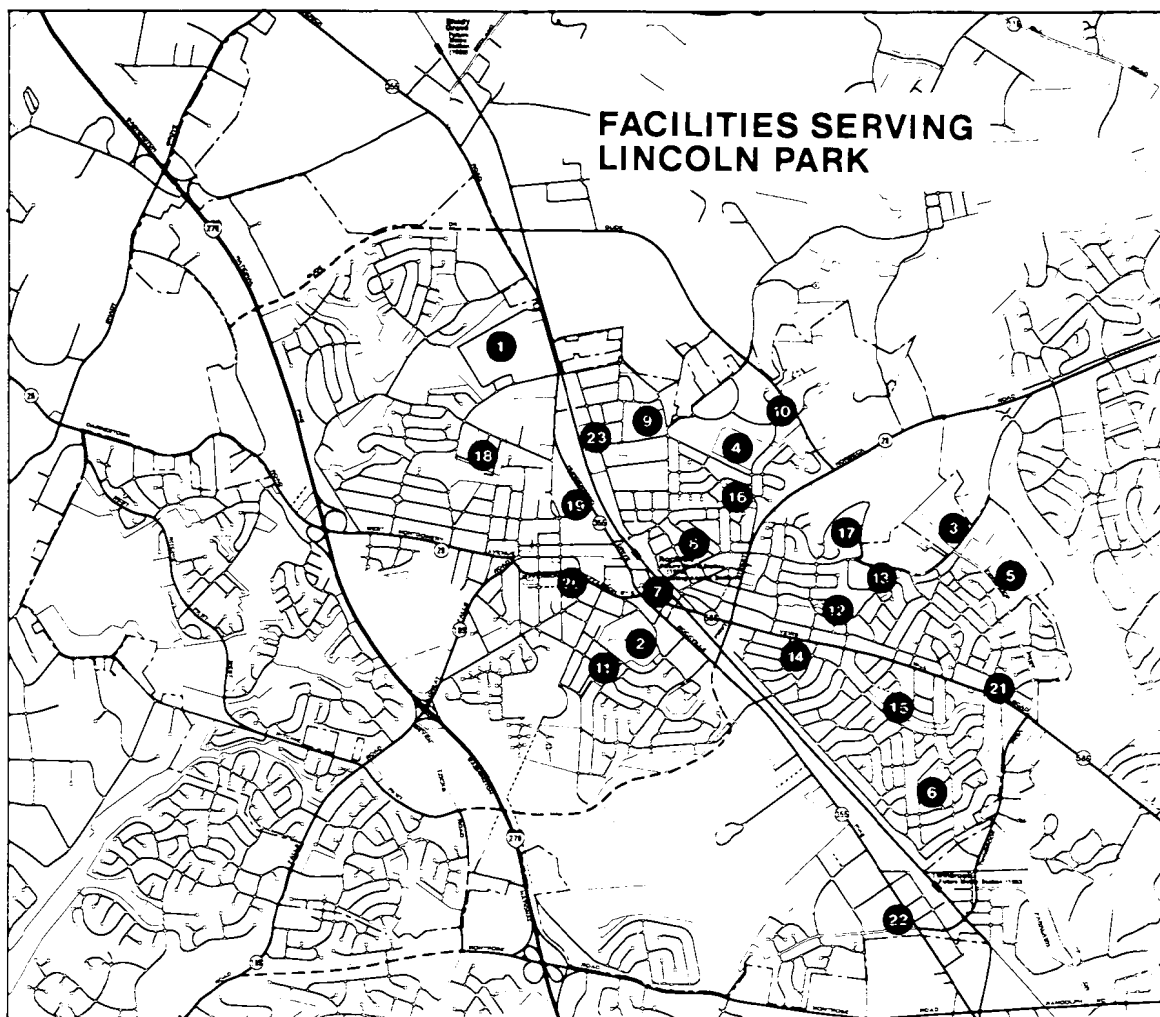
### Proposed Facilities

There is very little room for new facilities in the Lincoln Park community. However, the Lincoln Park Community Center is a resource which could be improved through the addition of restrooms in the gymnasium area. Ideally, showers would further enhance the use of

this facility. Addition of restrooms is very important so that small staffs may more easily operate the building by increasing flexibility in the use of the building. This would allow the gym area to remain open when the balance of the building is closed for basketball games or dances, etc. Another improvement to the building would be installation of large gymnasium fans to improve cooling and exhaust bad air. These improvements are strongly recommended for full use of the facility.

Should new housing development be added at either site discussed in the Housing Element chapter, the current residents would encourage the city to require some public amenities at these sites. Tot lots or sitting areas would be two suggestions. This type of on-site amenity is more important in an area which has limited access as discussed in the Introduction of this chapter.

Frederick Avenue pedestrian bridge has two problems which might be resolved through some additions. First, the bridge is tiring to cross, especially for the elderly. It may be appropriate to add stairs to encourage use of the bridge by all age groups. Second, littering from the bridge is becoming a serious problem. City employees and residents of the area must constantly police the area for broken bottles and trash. To help control this problem, a fence should either be extended or closed over the walkway as over the tracks to discourage littering.



LOCATION OF COMMUNITY FACILITIES  
(Numbers Correspond to Accompanying Map)

#### Schools

1. Montgomery College
2. Richard Montgomery High School
3. Rockville High School
4. Maryvale Elementary School (formerly Southiawn)
5. Edwin W. Broom Jr. High School
6. Twinbrook Elementary School
7. St. Mary's Private School

#### Parks

8. Pumphouse
9. Lincoln Park & Lincoln Park Community Center
10. Northeast Park
11. Elwood Smith Park
12. Silver Rock Park
13. Calvin Park
14. Hillcrest Park
15. Rockcrest Park
16. Maryvale Park
17. Rockville Civic Center

#### Other Facilities

18. Rockville Municipal Swimming Center/Welsh Park
19. Volunteer Fire Department - Company 3 - Hungerford Station
20. Rockville Public Library
21. Twinbrook Public Library
22. Volunteer Fire Department - Company 23
23. Montgomery County School Board Annex, Media Center and Mini-dealership

## Services

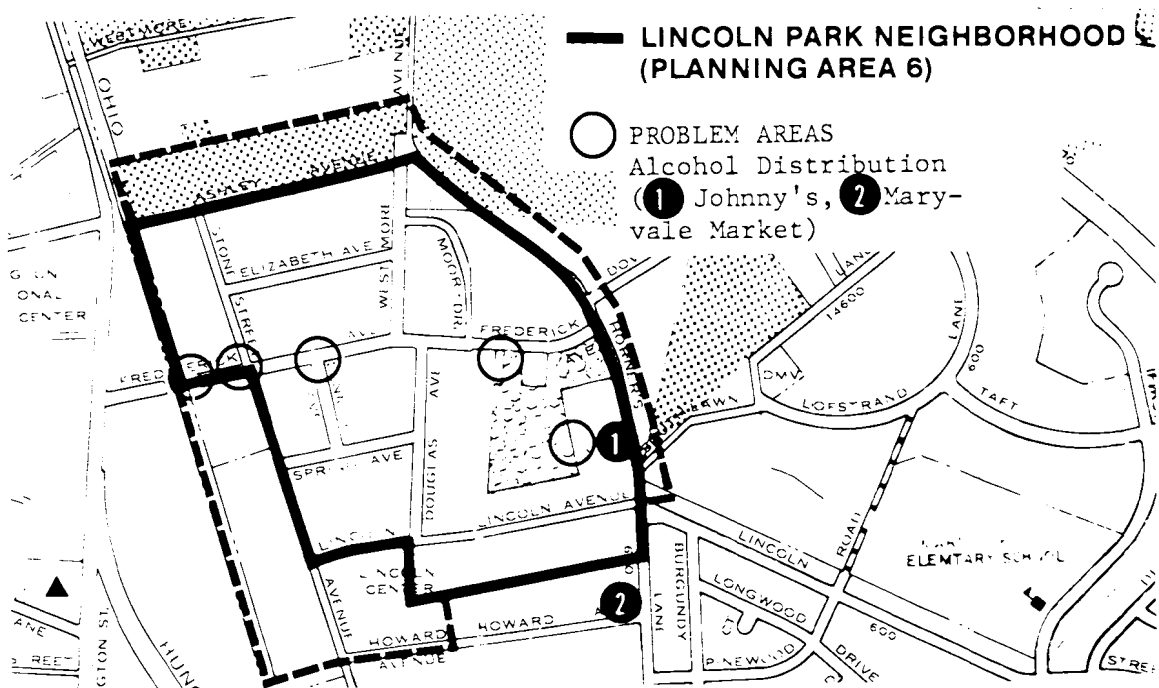
### Emergency Services

Police services within the City of Rockville are handled by two complementary forces, the City and Montgomery County police. In addition to usual law enforcement activities, the City police force gives emphasis to mediating neighborhood problems and is responsible for park security, animal control, traffic control, and crime prevention. The City Police Department operates a special citywide juvenile program for first time offenders under eighteen called the "Alternative Services Program." A recently instituted program already operating on Lincoln Avenue in the planning area is the "Neighborhood Watch Program."

During discussions on law enforcement with the citizens of Lincoln Park, several issues were addressed. The immediate concern dealt with police visibility in the community. Some residents felt that patrol by marked police cruisers was inadequate and urged the police to change circulation patterns and increase activity. The police chief has been quite responsive in this regard.

In Lincoln Park, patrol alone does not fully address crime and service problems within the community. Some residents fear to report crime due to perceived potential for retaliation by those involved in illicit activities. Residents desire police action on problems in the community. For some years, some of the local residents have been forced to tolerate some types of criminal behavior. In the past, there was some difficulty in obtaining good lasting police solution to control illegal behavior.

There are three criminal activities which are the primary problems within the Lincoln Park community. Loitering of unemployed or underemployed young adults and juveniles is a continuing problem and one which is extremely difficult to enforce. Police in a marked car may never arrest someone for this activity, yet the public nuisance value cannot be measured. Most loiterers do not even live within the study area. The first problem is often added to by drinking in public. Some residents feel that the presence of two stores within the community dispensing alcohol (specifically Johnny's and Maryvale Market), greatly adds to the problem. The most serious problem relates to apparent drug traffic. To date,



this problem has only been moved around the neighborhood by marked police cars. An undercover investigation may be the only way to resolve this problem in the community. Most of these problems are currently concentrated along Frederick Avenue to Moore Drive from North Stonestreet Avenue.

Fire/rescue services are provided as part of the Montgomery County service program. The Lincoln Park planning area is served by two volunteer departments: Company 3 at Hungerford Drive and Company 23 on Rollins Avenue. Emergency service responds to approximately \_\_\_\_\_ calls annually. They are prepared for the future with more than adequate equipment to serve the Lincoln Park neighborhood. There is some concern over how emergency service response times may suffer after Metrorail operations begin, especially, during rush hour. The access issue is of serious concern to residents in this regard. It is the recommendation of staff at Company 3 that adequate response times will be possible after Metro operations commence.

An important component of any emergency service discussion is provision of sufficient hospital services to aid the community. Rockville is fortunate to be served by many fine hospitals including: Shady Grove Adventist Hospital, Rockville; Holy Cross Hospital, Silver Spring; Suburban Hospital, Bethesda; and Montgomery General Hospital, Olney.

The Community Clinic of Maryland, Incorporated, provides low cost medical and mental health services, free legal counsel, and ancillary health care to the community.



### Community Services

A broad variety of human services programs are provided exclusively by the City of Rockville for City residents including: Youth Services, the Rockville Free Clinic, Human Rights, Special Services, Senior Services, and the Lincoln Park Community Center. The Community Resource Department is augmented by several Montgomery County social service agencies as well as the City of Rockville Department of Recreation and Parks, which offers eleven senior clubs and provides senior socials, sports, exercise and various recreation programs.

The Lincoln Park Community Center is recognized as an important neighborhood facility. As the only full community center in the city, residents feel that the center is not used to the maximum. Residents urge Community Resources and the Department of Recreation and Parks to form stronger ties by offering more programs and involving more participants jointly. Special need for day care and after school type programs were suggested as areas which need program development. A citizen volunteer program was also suggested to allow the center to operate for extended hours and on weekends to supplement the small staff.

The other enhancement mentioned previously was the addition of restroom facilities in the gym area to allow greater flexibility and control within the building (see Proposed Facilities).

### Recreation and Parks

The Department of Recreation and Parks includes recreation programs, classes, special events, arts, senior center programs, right-of-way

and parks maintenance, park development, municipal building maintenance, Civic Center complex, Municipal Swim Center, and the Redgate Municipal Gold Course. The Parks Department maintains the Lincoln Park Community Center and surrounding park area as well as the tot lot area at Westmore and North Horners Lane.

The Recreation Department is encouraged to work more closely in scheduling programs and activities at the Lincoln Park Community Center with the Community Resources Department. Residents would like to see more after school and adult activities to encourage greater use of the community center.

The adjacent park area has some serious water problems rendering the area unusable for many months of the year. A long term goal of the department should be to work with the Public Works Department to identify means to insure adequate drainage of the park. Maintaining satisfactory park lighting is very important to discourage vandalism and expose areas where loitering and public drinking have occurred in the past.

#### Public Works

The Public Works Department is responsible for water and sewer utilities, street construction, street maintenance, streetlighting, vehicle maintenance, refuse collection, and stormwater management. The City has its own water treatment plant and distribution system which serves all of the Lincoln Park neighborhood.

The most serious public works problems currently experienced are due to the high water table. The Department of Public Works is actively pursuing a major stormwater drainage pond along Dover Road to help relieve problems in this area.

Streetlights are perceived as being either too few in number or as putting out inadequate light and are recommended for upgrading. The community will undertake a project to identify areas of critical concern for streetlighting.

#### Licenses and Inspections

Licenses and Inspection is part of the Community Development and Housing Assistance Department (CD&HA). The Licenses Division handles all building permits and enforces housing and zoning code enforcement. They operate such programs as the "Free Paint Program," through use of CDBG (Community Development Block Grant) funding.

CD&HA monitors the activities and operations of the Rockville Housing Authority. Specific comments relating to the supervision of Rockville Housing Authority's Lincoln Terrace Apartments are made in the Housing Element.

#### Planning

Department of Planning functions include long-range planning and updating of the City Master Plan such as the Neighborhood Plan, Zoning Administration and Development Review, Subdivision Control, Historic Preservation, Transportation, and Capital Improvements Planning.

The Planning Department should monitor the Lincoln Park neighborhood for impacts on the area, especially housing issues, and possible effects due to the opening of Metrorail. Plan review should occur regularly once the plan is adopted.

The Lincoln Park Neighborhood Planning Advisory Group or any subsequent community organization wishes to be consulted in the future regarding matters affecting the identified study area and hopes to offer useful input to the Planning Commission and the Mayor and Council.

#### Schools

Montgomery County Board of Education provides schools for Lincoln Park students as for all neighborhoods in Rockville. In that it is important to recognize that neighborhood schools may play a significant role in establishing a viable social interaction within any community, Lincoln Park presents a unique case. The social dynamics of Lincoln Park are strongly cemented by intermarriage within the neighborhood and regular participation in the church activities within the area. Schools and Parent-Teacher Associations are not a steady force due to the fact that the community is largely bussed to Rockville elementary schools outside the neighborhood school (Maryvale) in order to satisfy integration requirements.

Should, in the future, elementary school students be relocated to Maryvale Elementary School, this will likely have a positive influence on the community. The city has achieved the policy to encourage

school locations (especially elementary schools) near residential communities to improve access for youngsters and to strengthen ties throughout the community.

GOAL: PROVIDE THE BEST QUALITY SERVICES AND FACILITIES TO THE LINCOLN PARK NEIGHBORHOOD.

OBJECTIVE: IMPROVE COORDINATION BETWEEN CITY DEPARTMENTS AND BETWEEN OUTSIDE AGENCIES TO MORE EFFECTIVELY SERVE THE NEIGHBORHOOD.

OBJECTIVE: PROMOTE INCREASED INVOLVEMENT WITH RESIDENTS TO AID IN DEVELOPING STRONG SERVICE PROGRAMS.

#### RECOMMENDATIONS

1. Police services must "tune" tactics of enforcement for Lincoln Park to a more effective standard. Increased activity on foot or evaluation of problem areas in unmarked cars is advised. When possible, black officers should be used to improve effectiveness within the community.
2. Police are commended on the improved responsiveness to specific problems and are urged to maintain high standards and rapid response times.

3. The Departments of Recreation and Parks and Community Resources are urged to work more closely together to establish more effective and diverse programs responding to neighborhood needs.
4. The addition of a rest/shower room to the gymnasium of the Lincoln Park Community Center should improve the facility. Also, add large gymnasium fans to improve circulation and increase use of the facility.
5. A long-term goal in the neighborhood would be to effectively drain water from the park behind the community center. The park cannot be fully utilized due to the wet ground. See Appendix 6.
6. Residents of the area who have problems with wet ground are encouraged to install "french drains." A "how to" description and drawing appears in Appendix 4.\*
7. The Lincoln Park NPAG recommends implementation of a citizen volunteer program (from within the community) to supplement staff of the Lincoln Park Community Center and allow extended or weekend hours.
8. The City is urged to develop low cost day care or after school programs in the area.
9. Streetlighting needs of the community should be reviewed with an eye toward increasing law enforcement and general street safety. Residents should be involved in the process.

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\*This recommendation is to promote efforts to respond to storm drainage problems within the Planning Area including use of CDBG funding.

# **CIRCULATION ELEMENT**

## CIRCULATION ELEMENT

### INTRODUCTION

Lincoln Park is an older substantially developed neighborhood with an established circulation system. There are two important access issues which have dominated discussion on circulation in the community. First, there is the fact that access to downtown was removed as part of the Metrorail project. The second is, the socioeconomic issue of accessibility for those without an automobile, especially those on fixed or restricted incomes.

The closure of Frederick Avenue restricted convenient access to downtown Rockville. In some ways this aided the neighborhood in reducing pass-through traffic. Traffic counts reveal that the only road carrying a heavy traffic burden at this time is North Horners Lane. However, from a vehicle circulation standpoint, the major concern over this closure will be limited emergency access once Metrorail operations commence. The second access issue responds to the need for public transportation and helps address the street closure issue while increasing circulation alternatives to those of limited means.

There are at least five topics discussed in any comprehensive circulation plan. These are streets, bikeways, pedestrian ways, mass transit, and parking management. Working within the existing framework, a balanced program for circulation management should be designed.



## STREETS

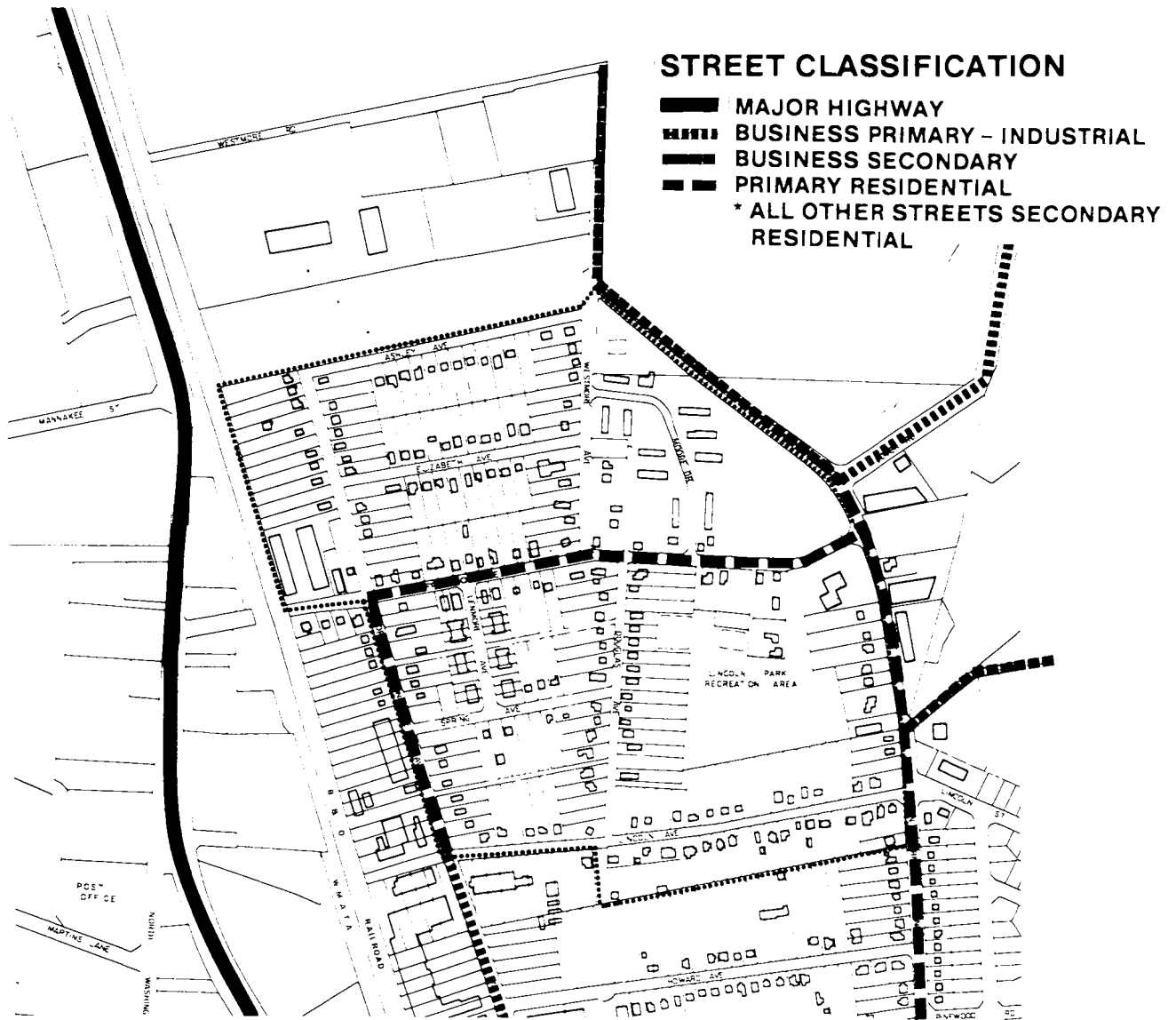
### Existing Conditions

The street system plays a key role in reinforcing boundaries of a community and thereby creating or decreasing the stability of a neighborhood. Streets impact an area based on three characteristics: size, traffic volume, and traffic type -- local or pass-through traffic. Lincoln Park is particularly affected by surrounding industrial land uses especially those to the north and east.

### External Streets

The Lincoln Park neighborhood is effectively separated from major highways (Route 355, Route 28 and Gude Drive) which might directly impact the neighborhood, especially since the closure of the Frederick Avenue connection to Route 355. However, the effects of Gude Drive, Route 355, and Southlawn Lane continue to be felt inside the neighborhood. For example, North Horners Lane is used as a pass-through route to the Southlawn Industrial Area and other points along Gude Drive.

Dover Road requires special mention as the substitute outlet for Frederick Avenue. Dover Road connects North Horners Lane to Gude Drive and plays a two-fold role. First, it is intended to provide an ingress/egress point for residential traffic. Second, it is supposed to act as the major connector to the Westmore Road Industrial Area. In fact, the road is underutilized for both types of traffic primarily due to the difficulty in entering or exiting across Gude Drive. If this is to be a functional substitute for Frederick Avenue or even as a full business district street, then a traffic signal will be required at Gude Drive.



Southlawn Lane is one of the most heavily used substandard streets in the City of Rockville. After reviewing the recommended cul-de-sac indicated in the 1970 Master Plan, residents advised deletion from the Master Plan as inappropriate in light of the Frederick Avenue closure. If access to Route 355 is ever considered, only then should Southlawn Lane be considered for closure. Southlawn Lane should be upgraded so that it can safely handle the current traffic volume. Southlawn Lane is the greatest single source of nonresidential pass-through traffic as indicated by recent

traffic counts. Steps should continue to limit the quantity of traffic to existing or lower levels as indicated by the Average Daily Traffic (ADT) count table which follows in Appendix 1.

#### ROADWAY CLASSIFICATION TABLE

<u>STREET</u>	<u>CLASSIFICATION</u>	<u>LOCATION</u>
Dover Road	Business-Primary Industrial	N. Horners to Gude Drive
Frederick Avenue	Primary Residential	N. Stonestreet to N. Horners Lane
N. Horners Lane	Primary Residential	Park Rd. to Dover Rd.
N. Horners Lane	Business Secondary	Dover Road to Westmore Rd.
N. Stonestreet Ave.	Business-Primary Industrial	Park Rd. to Lincoln Ave.
N. Stonestreet Ave.	Primary Residential	Lincoln Ave. to Frederick Ave.
Southlawn Lane	Business Secondary	N. Horners Lane to Lofstrand Lane
Westmore Ave.	Business Secondary	Ashly Ave. to Westmore Road

#### Internal Streets

The internal circulation levels and patterns should be compatible with the scale and character of the neighborhood. Neighborhood streets play a significant role in reinforcing the stability of an area. Streets within the Lincoln Park neighborhood strongly reinforce the residential nature of the community while those streets on the perimeter tend to separate the residential from nonresidential areas.

The streets of this community were designed and installed after the community had been substantially laid out. The streets tend to be narrow and some front yards appear to be abbreviated due to this cart-before-the-horse type of development. Streets are treelined, but with few

sidewalks. The character of the community apparently has not suffered.

Primary roads are collectors of local traffic from smaller secondary streets. Lincoln Park has only three primary roads: North Stonestreet from Lincoln Avenue to Frederick Avenue, Frederick Avenue from North Stonestreet Avenue to North Horners Lane, and North Horners Lane from Dover Road and south toward Park Road. North Horners Lane from Dover Road to Westmore Road is identified as business secondary. All other streets within the neighborhood are secondary residential.

In general, traffic is not expected to increase along residential streets although North Horners Lane may see some additional pass-through traffic due to Metrorail operations. Dramatic changes on other residential streets are not expected due to deletion of the Frederick Avenue at-grade railroad crossing.

Frederick Avenue formerly carried 7,500 vehicles per day before the railroad crossing was closed. Currently, this primary residential street carries only 1,700 vehicles per day, clearly demonstrating how much pass-through traffic existed previously. Frederick Avenue still functions as the major neighborhood collector and links two other peripheral primary residential streets to create a complete primary street system. (These are North Horners Lane on the east and North Stonestreet Avenue on the west).

North Horners Lane enters from the Croydon Park Neighborhood Planning Area beginning at Park Road and crosses into Planning Area 6 at Lincoln Avenue. From Dover Road (business-primary) to Westmore Road - north (business-secondary), North Horners Lane is business secondary. This street suffers from substantial pass-through traffic along its entire

length. Substantial traffic conflict occurs primarily between Southlawn Lane and Dover Road where residential, nonresidential and non-vehicular traffic (bikes, pedestrians, etc.) all share the same narrow, substandard street segment. North Horners Lane is an important collector and efforts should be increased to restrict traffic to local vehicles only.

North Stonestreet Avenue changes from primary industrial to primary residential at the south edge of the planning area at Lincoln Avenue, the primary residential category stops at Frederick Avenue and changes to secondary residential from Frederick Avenue to Ashley Avenue. Stonestreet Avenue is a principal road to neighborhood residents since it is the major access street along with North Horners Lane leading to downtown Rockville and the Metrorail Station. It is also the street most likely to be used for emergency service vehicles.

#### PARKING

Parking has not and is not expected to be a significant problem within the Lincoln Park community. Metrorail operations are over 2,500 feet from the entire planning area and, therefore, no change in parking patterns is expected to begin as a result of Metrorail service.

#### ALTERNATIVE TRANSPORTATION

The term "alternative transportation" simply refers to any transit option other than the automobile. This discussion focuses primarily on public transit and pedestrian travel. Public transit is an important part of the circulation network in the Lincoln Park community. This is due in part to the large number of senior citizens (see Community Services and Facilities - Demographic discussion) and those on restricted incomes. Reduced access

to the downtown area has been a hardship for some and an inconvenience for others.

#### Metrorail Service

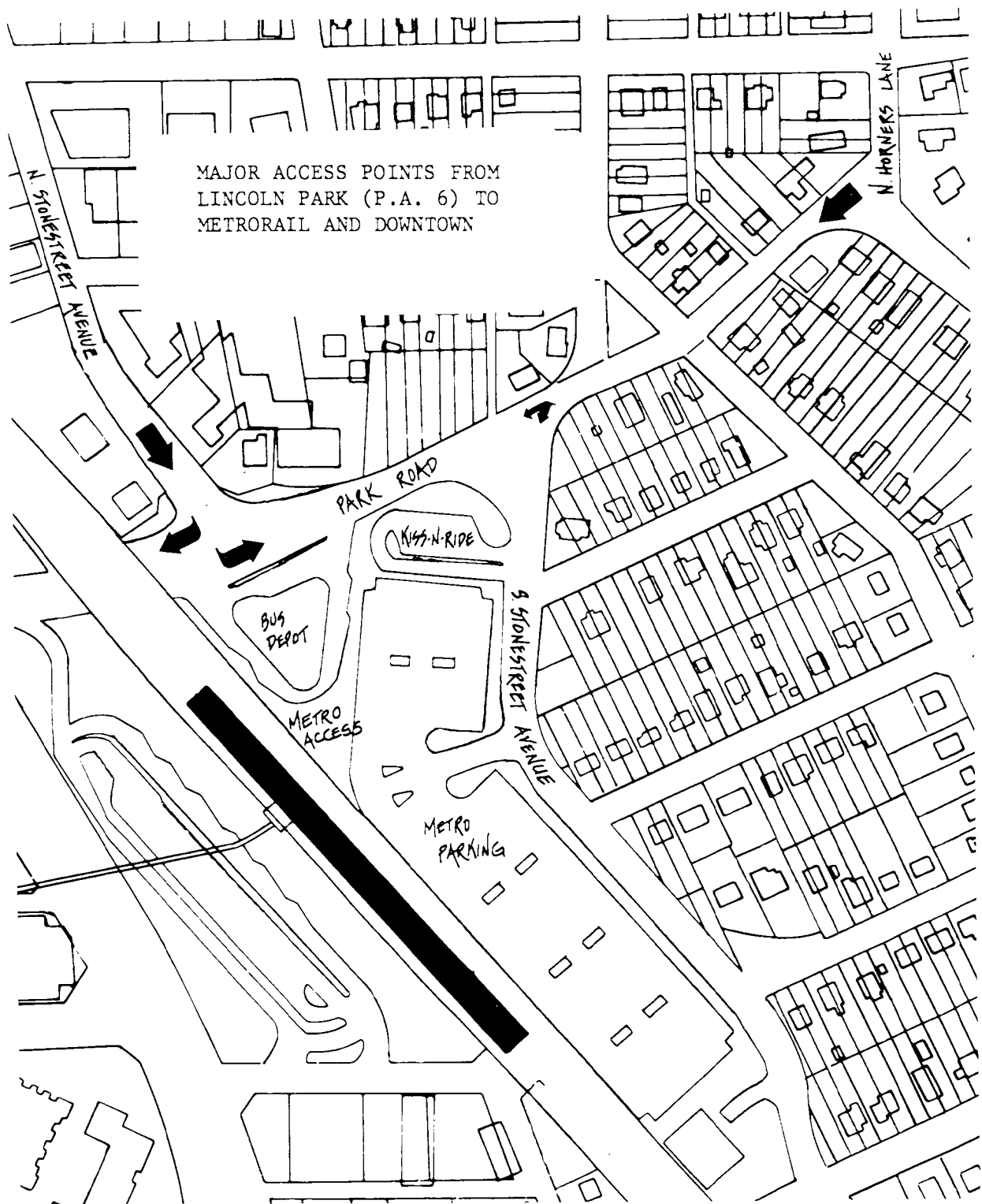
Opening of Metrorail operations will provide an excellent opportunity to area residents to access jobs in downtown Washington, D.C., or shopping and entertainment at Congressional Plaza or White Flint shopping centers. Lincoln Park residents are unlikely to walk to the Metrorail Station due to the distance and can be expected to bike, use mini-bus service, or make drop-off arrangements with their families or friends.

Residents along the Metro tracks will undoubtedly experience an increase in noise over the current infrequent B&O operations. No noise barriers are currently slated for the residential area at Frederick Avenue and north to Westmore Road.

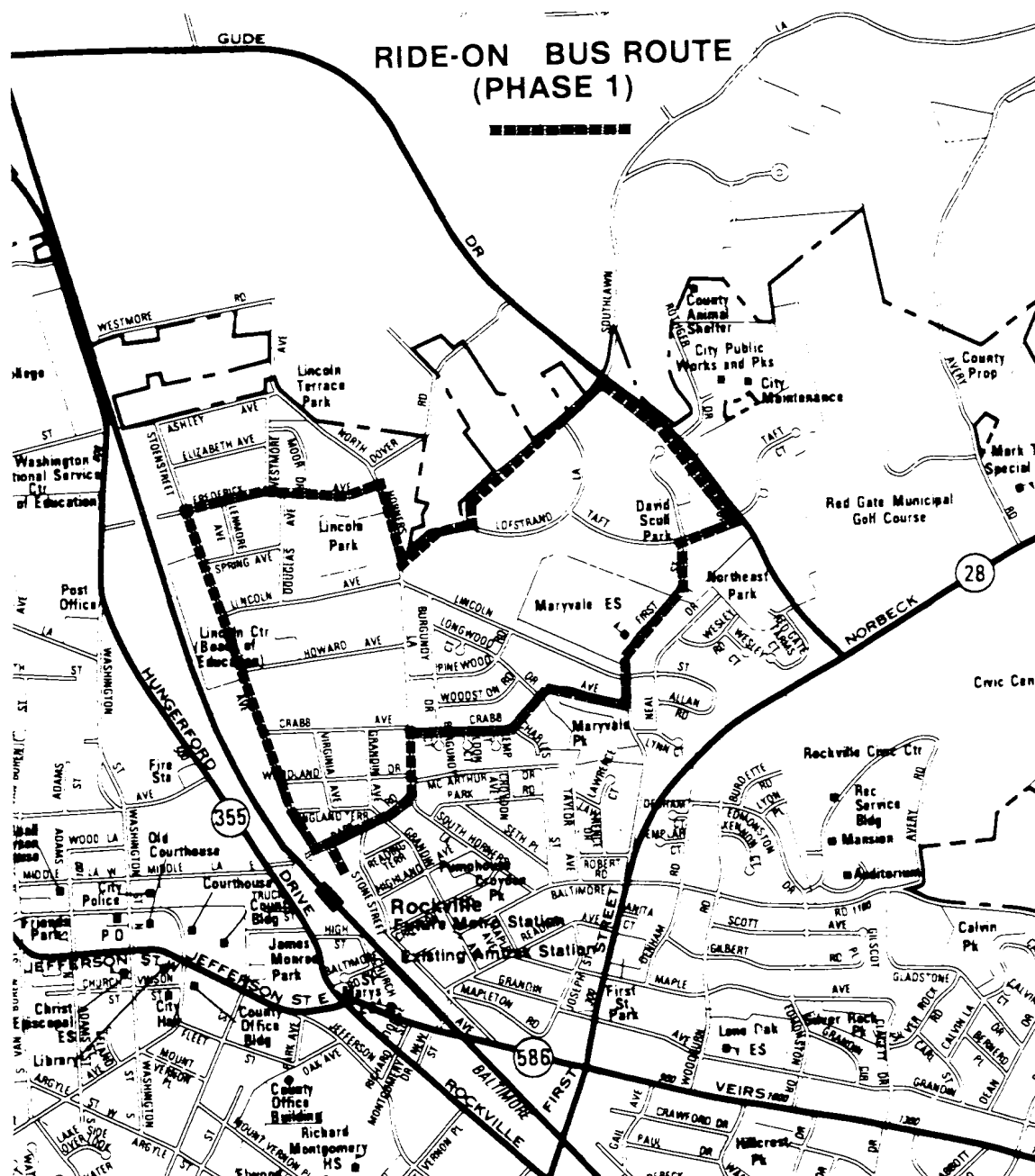
At first, Metrorail will most likely be used for shopping and entertainment by area residents. This will change as newer residents relocate to Lincoln Park to gain easy access to the station. Current residents are generally established in their work and commuting habits and the large number of senior residents will limit use for journeys to work in the short term.

#### Metrobus and Minibus Service

Many residents within the Lincoln Park study area rely on Metrobus service for trips to work and shopping. Unfortunately, most bus riders must go out to Route 355 in order to reach a bus route. Hopefully, Metrorail augmented by a minibus service will satisfy this continuing demand without substantially increasing costs to riders.



Ride-On minibus service has been discussed by the City of Rockville and Montgomery County for the past several years. A route is proposed to serve the Lincoln Park area. Spring, 1983, discussions with Montgomery County and Lincoln park representatives have resulted in the following route recommendation, to begin in Spring, 1984. (See Map "Ride-On Bus Route.")



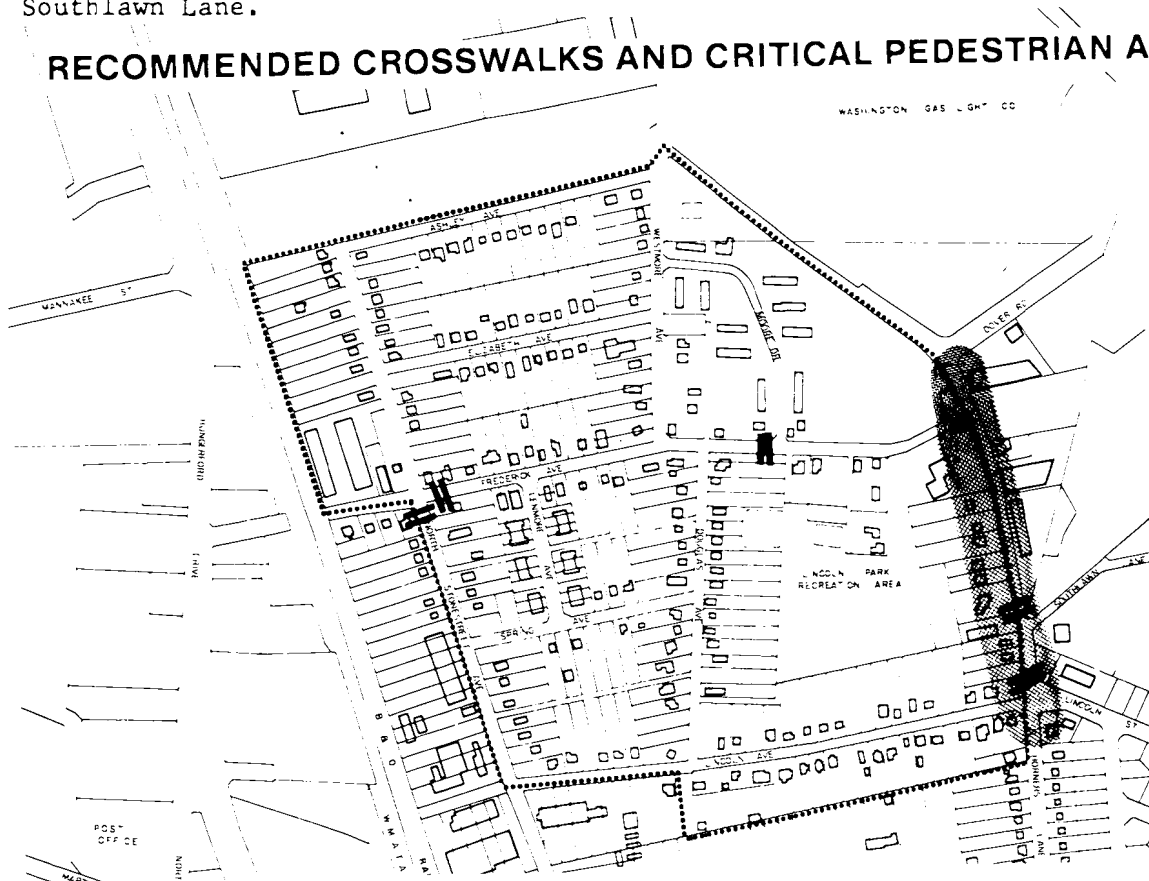


## Pedestrian/Bikeway System

To effectively encourage the use of nonvehicular options for commuting and to help families reduce expenses for gasoline consumption, it is critical that adequate opportunity be offered to pedestrians and cyclists. Vehicle/pedestrian conflicts must be minimized, especially at access points entering or leaving the community.

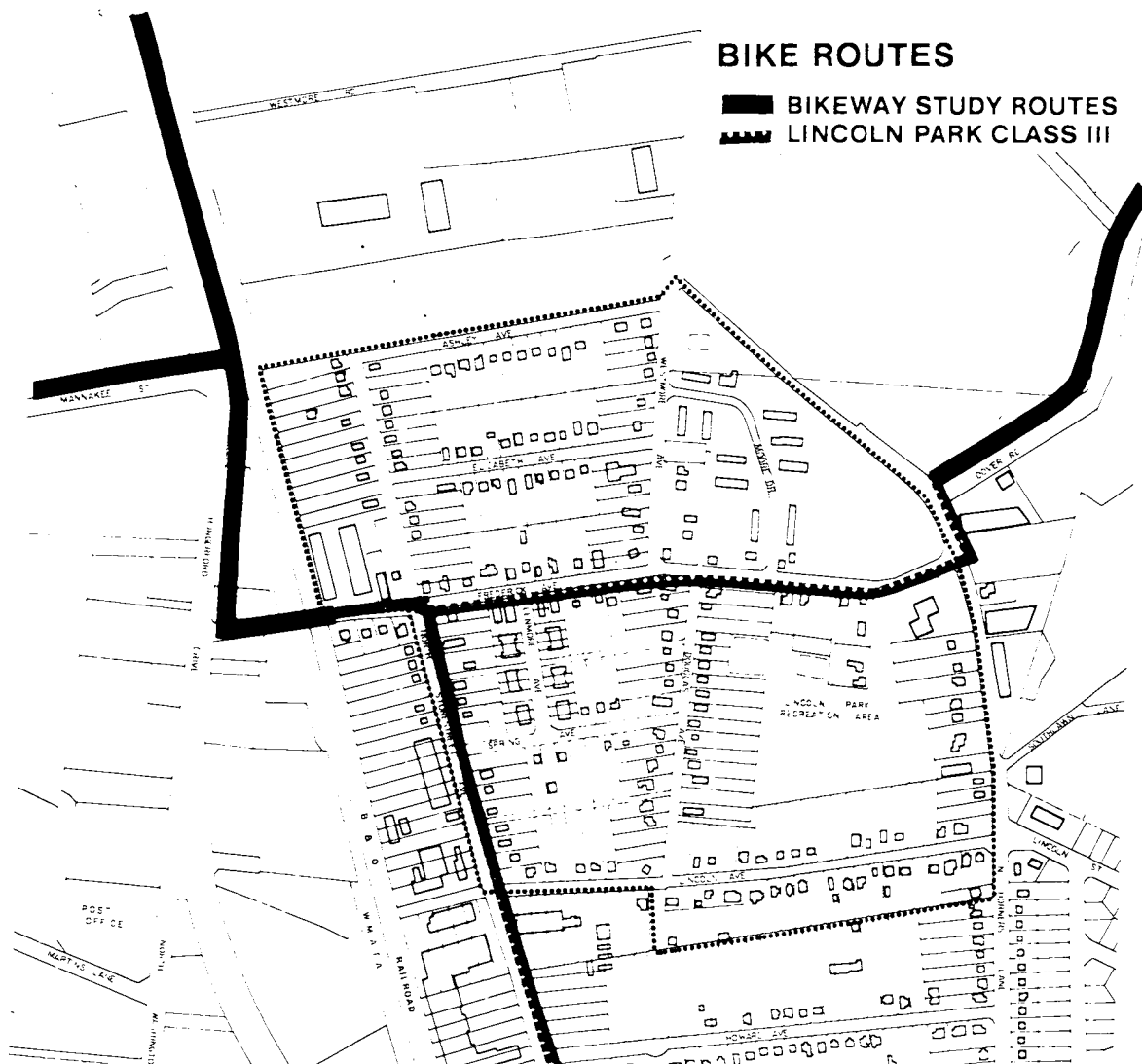
In Lincoln Park, there are two pedestrian/cyclist related objectives to be achieved. First, safe entrance and exit from the neighborhood area; and second, safe routes to school. The map indicates the location where crosswalks are needed. (See Appendix 2 for Summer 1982 evaluation.) This plan also endorses the location of crosswalks as presented in the Croydon Park Plan near the Metrorail Station (see Appendix 2). The area of most critical concern is the North Horners Lane area north and south of Southlawn Lane.

### **RECOMMENDED CROSSWALKS AND CRITICAL PEDESTRIAN AREAS**



The Frederick Avenue pedestrian bridge provides for safe crossing of the tracks but presents unique problems of its own. The bridge is so long, due to the handicap ramping system, that average crossing times are approximately five minutes. If any option can be suggested for adding a stairway so that most citizens can simply climb up, residents would favor such a proposal.

The Rockville Bikeway Study was reviewed as it related to the study area. The safety of proposed routes was the major consideration. This required assessment of the traffic volumes along proposed routes as well as vehicle/cyclist accident data. (See Appendix 2.)



In an effort to provide a linked system, Frederick Avenue was accepted as a bike route as was North Stonestreet Avenue. However, residents strongly objected to North Horners Lane as a bike route, since there is currently a very complex mix of vehicles and traffic movements between Dover Road and Southlawn Lane. Bike routes within Lincoln Park will all be Class III routes or shared space with motorists.

#### ISSUES REVIEW

Downtown Access was a major point of discussion during the review of circulation issues within the Lincoln Park study area. Although most residents might agree that a vehicular overpass should have been built instead of a pedestrian overpass, there is serious doubt that a vehicular bridge would now be the best thing for the neighborhood.

First, the only viable bridging option is the Ashley-Mannakee overpass. This would require the taking of four homes and reducing the potential for future residential development of the WINX site. (See Housing Chapter). Vehicular and noise impacts can only be estimated, but may seriously affect the relatively quiet residential nature of homes along Ashley Avenue.

Residents question who would benefit most from the addition of such a crossing at this time -- residents or industrial properties around Lincoln Park?

Dover Road at Gude Drive was supposed to serve as a point of access and egress for the community. However, Gude Drive carries such heavy traffic that it is very difficult to enter without a traffic signal. For

this and other reasons, a traffic light is recommended at this location as soon as possible.

Finally, there remains concern over whether emergency access during rush hour periods will be acceptable after Metrorail service begins. Fire company #3 on Hungerford Drive believes that service will not be reduced. They point out that Frederick Avenue was never used as a crossing point since at-grade railroad crossings are not used by emergency vehicles.

Industrial traffic passing-through the study area was also of serious concern. It was noted that this problem has been reduced since Frederick Avenue crossing was closed. However, with industrial land uses on three sides, continued vigilance by the traffic engineer and law enforcement agencies to keep heavy truck traffic on appropriate streets is imperative. Making Dover Road more attractive as an ingress/egress point would be useful to both industrial traffic and residents. Addition of a traffic light at Dover and Gude is needed if Dover Road is to become functional in residents and local businesses perception.

The 1970 Master Plan recommends Southlawn Lane be closed at Horners Lane. Due to the limited number of access points to and from the area, the Southlawn Lane cul-de-sac is recommended for permanent deletion from the Master Plan. Only if some additional access point were to be opened in the future should this option be reconsidered. Some residents advocate limited improvement of Southlawn Lane to increase motorist and pedestrian safety.

GOALS: ESTABLISH CIRCULATION PATTERNS AND OPPORTUNITIES WHICH  
ENSURE THE RESIDENTIAL NATURE OF PLANNING AREA 6.

OBJECTIVE: TAKE APPROPRIATE MEASURES TO RESTRICT NON-RESIDENTIAL  
PASS-THROUGH TRAFFIC TO STREETS OUTSIDE THE STUDY AREA.

OBJECTIVE: CONTINUE EFFORTS TO ENSURE ADEQUATE ALTERNATIVE TRANSPORTA-  
TION IS AVAILABLE.

These general recommendations should be considered along with safety  
and engineering concerns when evaluating changes.

## RECOMMENDATIONS

1. Install a traffic light at Dover Road and Gude Drive at the earliest opportunity.
2. Delete cul-de-sac of Southlawn Lane as a recommendation of the citywide Master Plan.
3. Improve Southlawn Lane between North Horners Lane and Lofstrand Lane to business-secondary standards. Adequate provision for pedestrians should be included. Placement of recommended crosswalks should occur when the street is improved.
4. Add Frederick Avenue and North Stonestreet Avenue to the inventory of Master Plan recommended Class III bike routes. Sign placement should occur immediately prior to the opening of Metrorail Service. Delete North Horners Lane Class III Route from Dover Road to Lincoln Avenue from the Rockville Bikeway Study.
5. Study placing signage to clearly define key entrance streets where nonresidential traffic and residential activity may conflict. Possible locations might be Southlawn Lane entering North Horners Lane or North Stonestreet Avenue where it intersects Lincoln Avenue.
6. Establish "Ride-On" bus service within the Lincoln Park neighborhood at the earliest possible opportunity.

7. Enclose the ramps of the Frederick Avenue Pedestrian Bridge in the same manner as the area over the tracks for both safety and to help control the serious littering problem. Evaluate installing stairways along ramps to offer relief to non-handicap persons using the bridge.
8. Install crosswalks at key locations as indicated on the map in this chapter. Enforcement of truck restrictions within the critical pedestrian areas should be a priority to increase public safety. Emphasize alternative transit options (especially pedestrian access) as part of all new circulation plans.
9. To improve public safety for pedestrians at N. Horners Lane and Southlawn Lane a flashing light or pedestrian actuated signal should be evaluated at Lincoln Street.

# **LAND USE AND ZONING ELEMENT**



## LAND USE AND ZONING ELEMENT

### INTRODUCTION

Recommended land use is the intended or "planned" use of the land. There are three general land use types: residential, commercial, and industrial. Zoning explicitly defines the land use and determines density of buildings, lot areas, building heights and other detailed requirements.

Lincoln Park (Planning Area 6) has a predominantly residential character, which is affected by surrounding industrial uses on three sides. This area is fairly complex for a residential community because it has more neighborhood commercial operations than is typical throughout Rockville. Many of these land uses are nonconforming within the residential area.





Another interesting aspect of the community is the close proximity to vacant or redevelopable parcels. Using zoning and land use recommendations to reinforce neighborhood boundaries and maintain a stable border are key elements of this plan. Increased housing stock is important in maintaining an adequate neighborhood school population. Holding the line on further industrial development is critical since a strong residential character is important to residents.

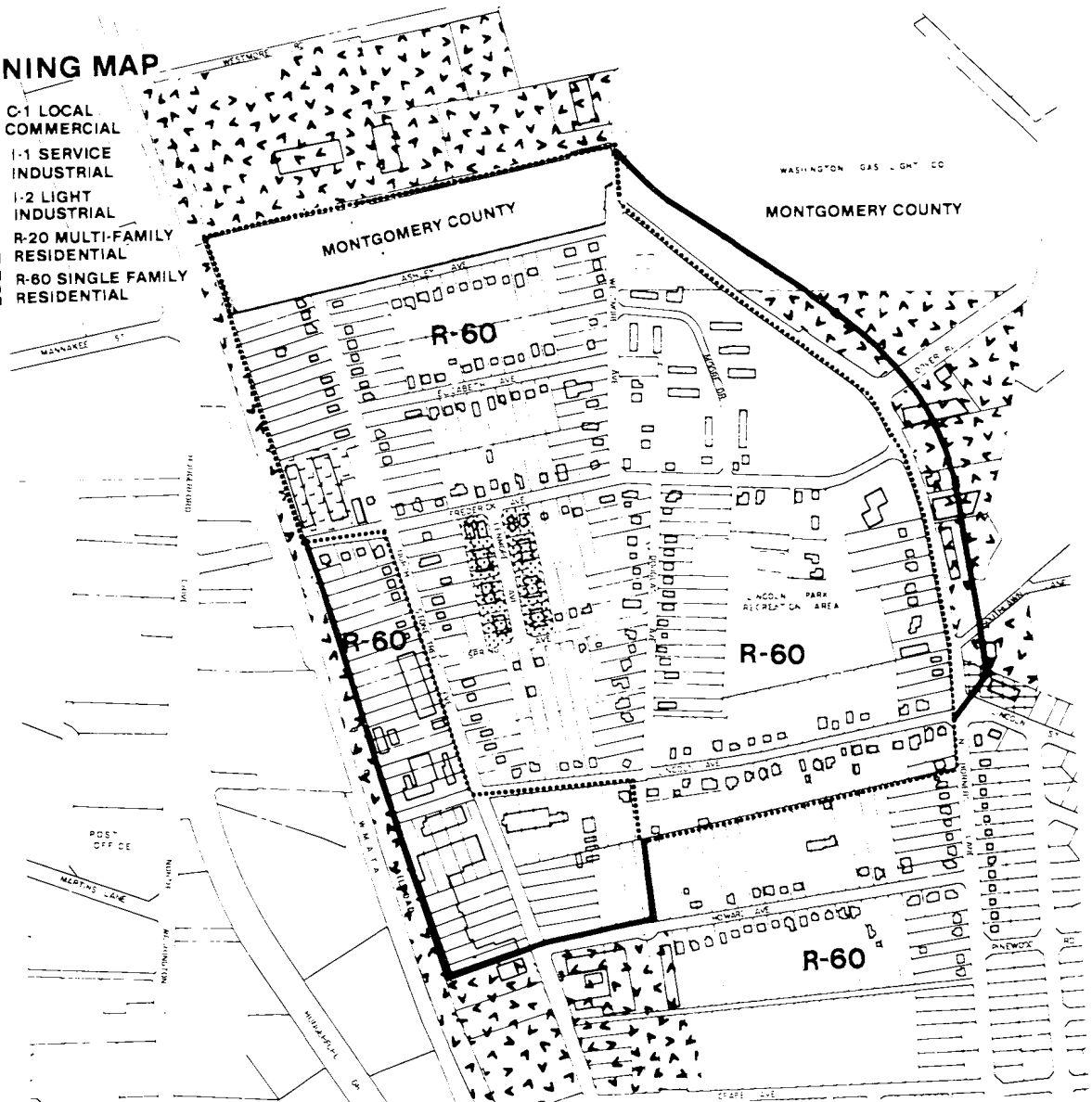
## EXISTING ZONING

### Current Land Use and Zoning in Lincoln Park









Use	Acres	Zoning	% Total Acres
Total Residential	49.94		
Single Family	(44.01)	R-60	53.7
Multiple Family	( 5.93)	R-20	7.2
Commercial	.73	R-60	.9
Light Industrial	.30	I-2	.4
Public Parks & Recreation	6.89	R-60	8.4
Public	1.74	R-60	2.1
Institutional	5.92	R-60	7.2
Vacant	3.50	R-60	4.3
Roadways/Right of Way	12.89		15.7

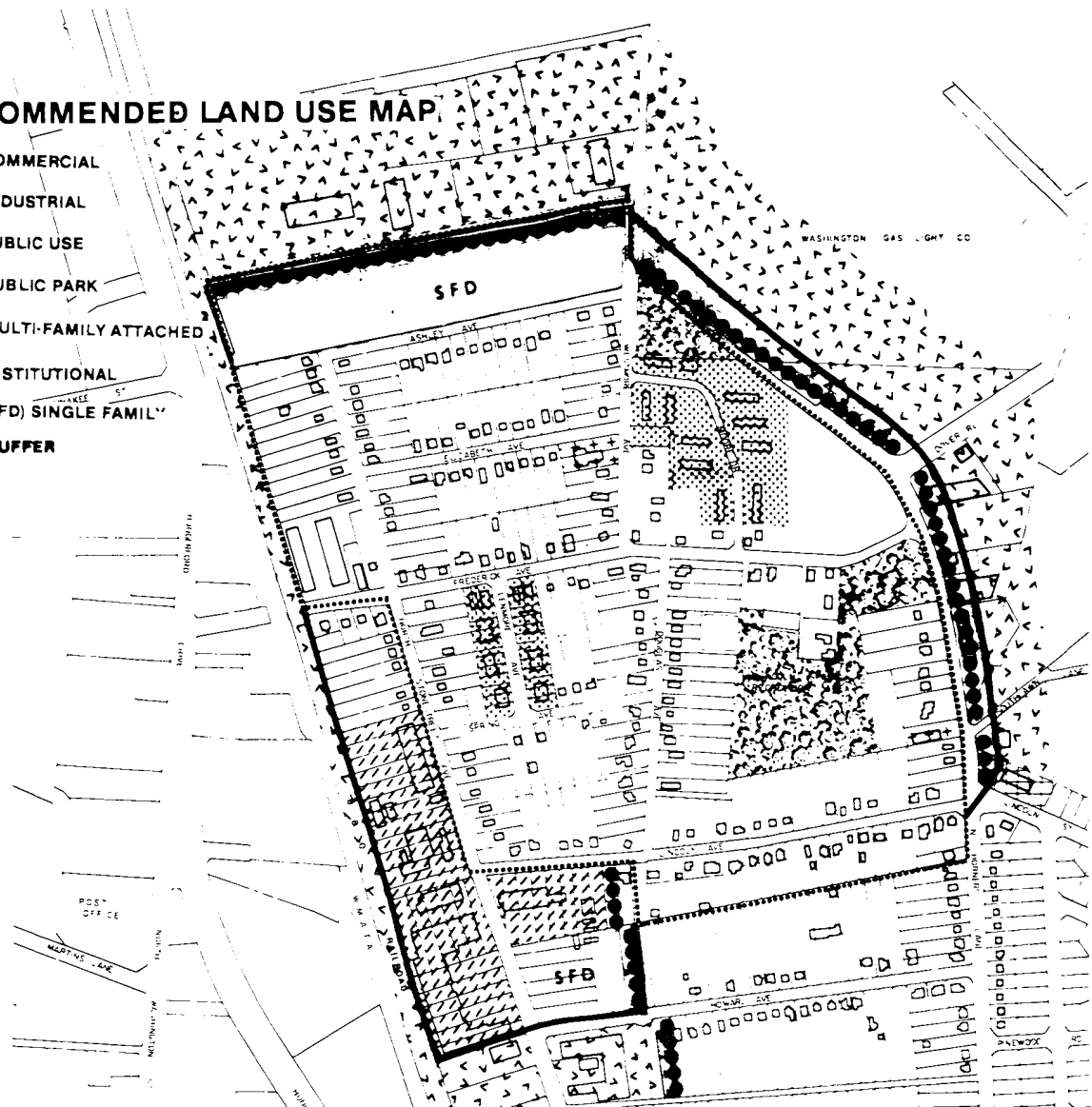
### ZONING MAP

-  C-1 LOCAL COMMERCIAL
-  I-1 SERVICE INDUSTRIAL
-  I-2 LIGHT INDUSTRIAL
-  R-20 MULTI-FAMILY RESIDENTIAL
-  R-60 SINGLE FAMILY RESIDENTIAL



## RECOMMENDED LAND USE MAP

-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC USE
-  PUBLIC PARK
-  MULTI-FAMILY ATTACHED
-  INSTITUTIONAL
-  (SFD) SINGLE FAMILY
-  BUFFER



## RESIDENTIAL LAND USE

The Lincoln Park Planning Area is largely developed except for infill of existing lots within the community. The predominant zoning is R-60 single-family detached, with some multi-family housing zoned at R-20. Virtually all delapidated housing has been eliminated from this area. For the most part, there is considerable pride in ownership and community, promoting a strong interest in maintaining and enhancing all housing stock within the community. Some important recommendations

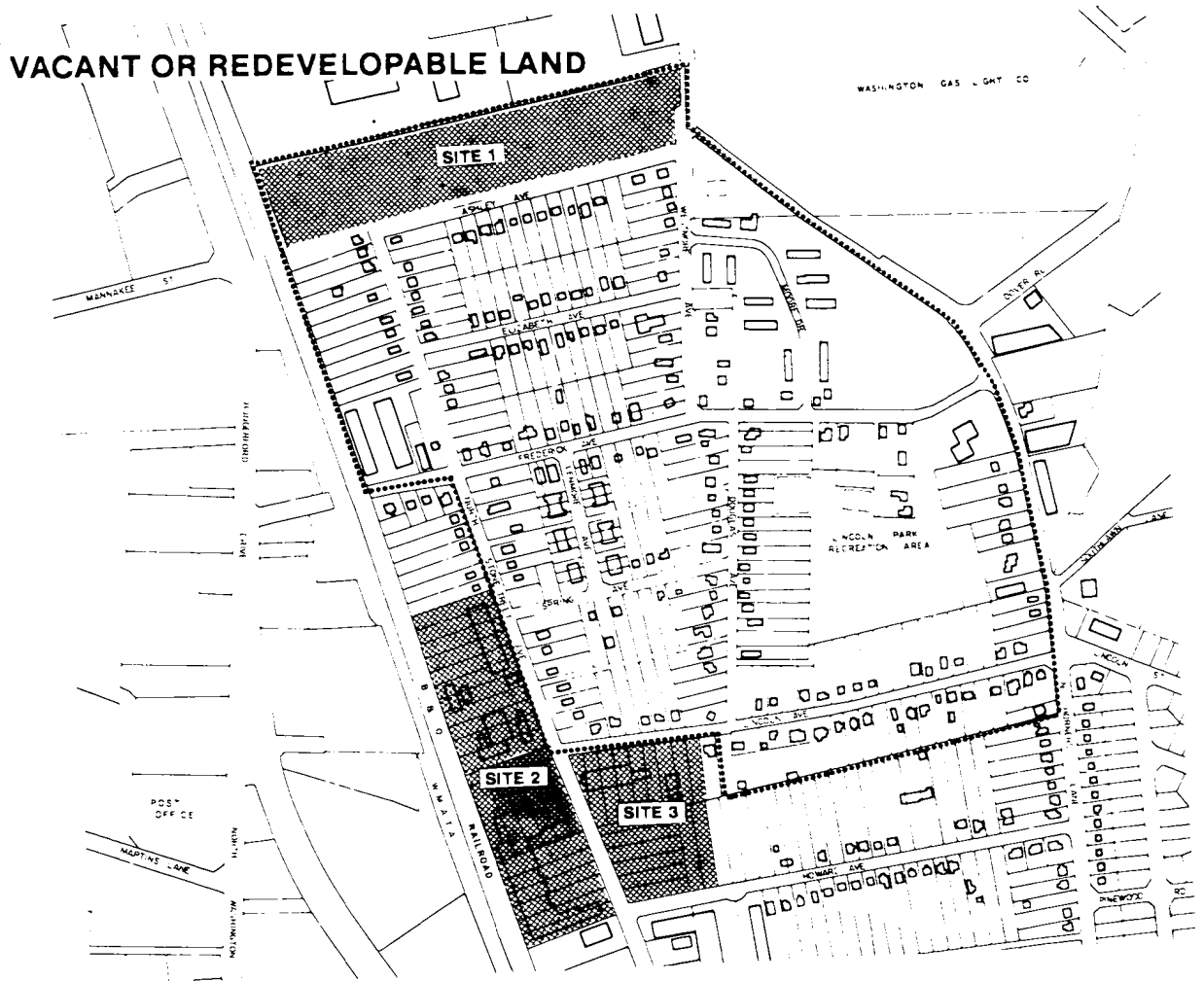
for the surrounding study areas will also be discussed.

There are a number of nonconforming uses within the residential area. All of these are zoned R-60 residential and should remain so. The only serious complaints toward nonconforming uses have been the apartment units at 114 Frederick Avenue known as the "Red Barn" (due to condition and type of activity attracted to this area), an auto body shop on Frederick Avenue (for aesthetic reasons), and Johnny's at 620 N. Horners Lane (for alcohol distribution - purportedly on off days). The Red Barn has been repeatedly cited for code violations by the City Licenses and Inspection Division. The staff is currently working with the auto body shop owners to improve the appearance of their operation. The neighborhood is observing Johnny's and will be in contact with the Montgomery County Alcohol Licensing Board at such time as it is appropriate. These nonconforming uses are legal and will continue to operate for an indefinite period of time.

Vacant or redevelopable land was an important issue for the advisory group when considering the study area. Three significant parcels were identified as having potential to impact the community. Site #1 (see Map of Vacant or Redevelopable Land), which runs along Ashley Avenue, is currently under Montgomery County jurisdiction. Should this site ever be annexed, residents recommend the land use be redefined from industrial to single-family residential. The current buffer of open space along Ashley Avenue should be moved so it is adjacent to the existing industrial users parallel to Westmore Road. This is recommended for two reasons which are discussed in the Housing Element.

First, there is a perception that there is insufficient housing for persons who might otherwise choose Lincoln Park as a place to own a home. Second, industrial uses would inappropriately impact secondary residential streets both from increased traffic levels and noise.

Insert site location map



Site numbers 2 and 3 are currently owned and used by the Montgomery County Board of Education. At this time, these sites are zoned R-60. Site number 2 is not expected for redevelopment as surplus property in the near future. Landscaping for this site should be pursued as agreed to in 1975. (Negotiations continue at this time, June 1983.) If this should change, the area must be developed as indicated by the zoning (see Housing Element). Site number 3 is currently half vacant and occasionally has been considered for surplusing. If this site should be surplused, the residents are willing to consider the new R-TH zone since this area is within the Town Center Planning Area. This would allow up to 10.8 units per acre on this site. (See Housing Element for detail.) Single-family detached at the existing R-60 zone and density would also be acceptable. Strict control over this site is important to encourage good design and the possible inclusion of a tot lot or some other public amenities in the area. Until site 3 is redeveloped, it should be maintained to a more substantial extent that it is currently. Landscaping to the rear of the School Board Annex Building site would greatly enhance the appearance and improve neighborhood relations with the Board of Education.

#### INDUSTRIAL LAND USE

The Lincoln Park Planning Area is surrounded on three sides by industrial land uses. There is even an industrial use within the neighborhood boundary in the 100 block of Frederick Avenue. The study area includes the vacant parcel along Ashley Avenue, which has the WINX Radio towers erected on this site. The two sites where the Board of Education exists along North Stonestreet Avenue at Lincoln Avenue

are zoned R-60 residential, but function as office/light industrial type users.

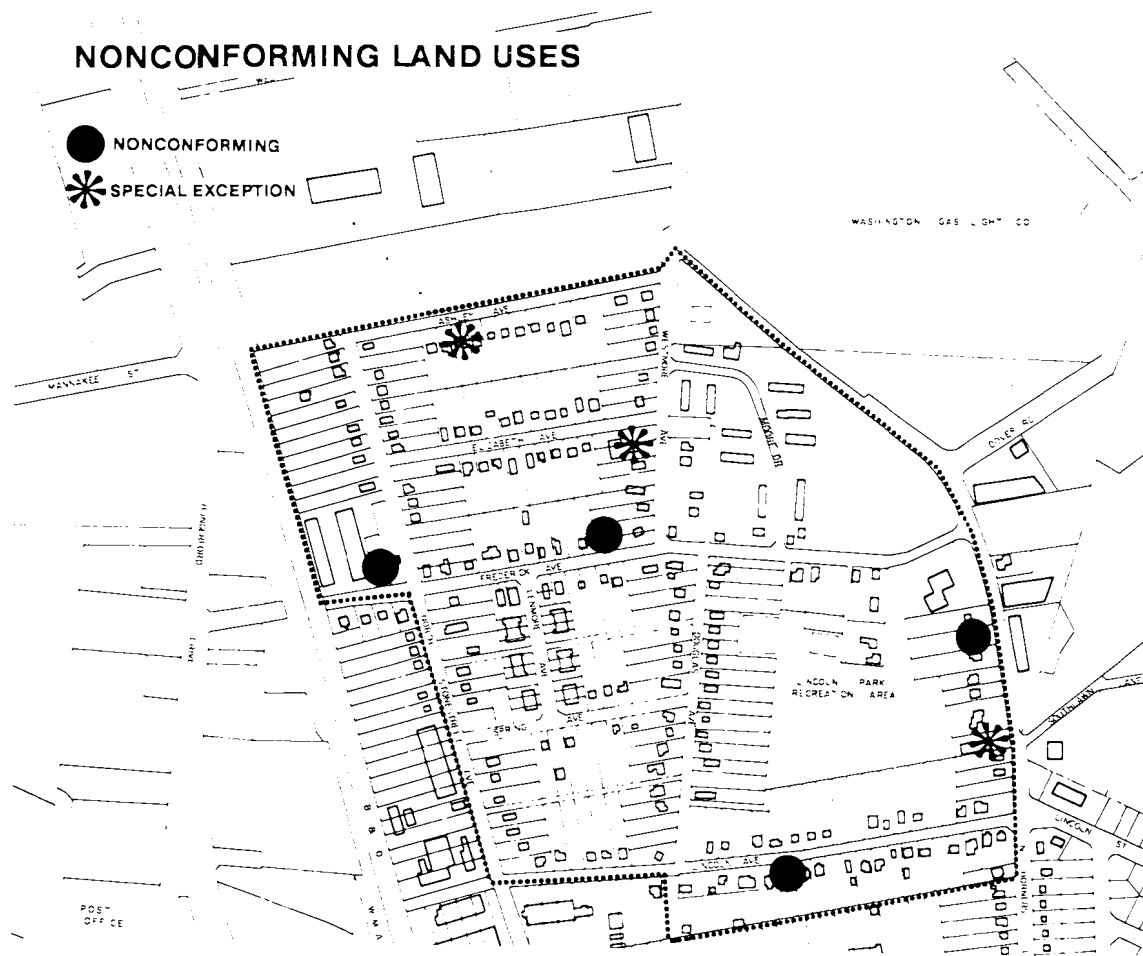
The major impact of industrial uses around the neighborhood is due to truck traffic. Vehicles pass through the residential area as a short cut. Although Dover Road has helped, it has not been adequate to resolve many habitual users of Lincoln Park streets. This is a continuing enforcement problem.

Strong boundaries must be rigidly maintained if Lincoln Park is to remain a viable residential community. In an effort to encourage this, two recommendations are proposed. First, buffer areas should be planted on all industrial and industrial type users which face or abut the residential area. The study area was carefully identified to include a 15-foot strip around the perimeter where industrial users face North Horners Lane. A street tree program should be developed to address buffer areas and new uses required to beautify street fronts and buffer areas. The Board of Education sites on North Stonestreet Avenue are another good example where some landscaping could make a major improvement.

#### COMMERCIAL LAND USE

There are several nonconforming commercial land uses within the Lincoln Park neighborhood. There exists no commercially zoned land within the Planning area, only nonconforming uses within the residential zone.

Most nonconforming commercial uses are harmless and provide services which are primarily used within the community. Some operations have aesthetic or social problems which relate to their operation. The two properties are an auto body shop on Frederick Avenue (visual problems); and Johnny's Market which sells alcoholic beverages (purportedly encouraging public drinking problems). These and other nonconforming business operations are expected to continue. The City should make every effort to ease the burden of nearby residents to maintain the residential atmosphere of the neighborhood. Nonconforming uses tend to generate more noise, create visual distraction, and promote social problems. This is not always satisfactorily offset by the convenience which such businesses offer.





## ISSUES

The focus of concern among residents of the Lincoln Park area is simple. How can a stable residential community maintain effective barriers from adjacent nonresidential uses? Installation of Metrorail has controlled the western boundary (albeit with attendant problems caused by closure of Frederick Avenue). Institutional users, such as the Board of Education, confuse the boundary of the residential area as well as nonconforming uses within the neighborhood area. This element of the Lincoln Park neighborhood plan has attempted to address this concern.

GOAL:	MAINTAIN A STABLE, SECURE RESIDENTIAL NEIGHBORHOOD.
OBJECTIVE:	DENY ANY ADDITIONAL NONRESIDENTIAL DEVELOPMENT.
OBJECTIVE:	REVERT NONCONFORMING LAND USES TO INTENDED RESIDENTIAL USE AT THE EARLIEST OPPORTUNITY.
OBJECTIVE:	ENCOURAGE VACANT OR REDEVELOPABLE LAND TO BECOME RESIDENTIAL.

## RECOMMENDATIONS

1. Maintain existing zoning. Maintain residential density at existing R-60 levels. Limit industrial development to its current land area permitting no expansion anywhere within the Lincoln Park Planning Area and study area.
2. Limit new housing to existing vacant parcels similar in character to surrounding single-family detached units, except as noted in the text.
3. Offer programs such as the Free Paint Program and no cost and low cost grants for home maintenance, especially, to owner occupants.
4. Optimize codes enforcement through programs such as the Community Enhancement Program to encourage a safe and esthetically pleasing neighborhood environment. Encourage residents to hide waste receptacles and other unsightly items from their front yards.\*
5. Modify Master Plan to indicate land use change from industrial to residential land use for all properties adjacent to Ashley Avenue. This property is currently in Montgomery County.
6. Revert nonconforming land uses to basic R-60 zoning at the earliest opportunity. Deny all spot rezoning within the residential area, and restrict present nonconforming uses to existing dimensions.
7. A street tree program should be instituted in a buffer at the perimeter of all industrial properties adjacent to the residential area. (See buffer on Land Use Map.) Enforce existing

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\*This recommendation is to promote efforts to respond to storm drainage problems within the Planning Area, including use of CDBG funding.

agreements with the Montgomery County Board of Education to landscape their properties. Use the zoning ordinance to require landscaping by all nonresidential properties adjacent to residential areas.

8. Change Master Plan land use map to reflect information on land use in this chapter. Specifically, correct land use recommended for site '1' along Ashley Avenue from industrial to residential.

# **APPENDIXES**

# APPENDIX 1

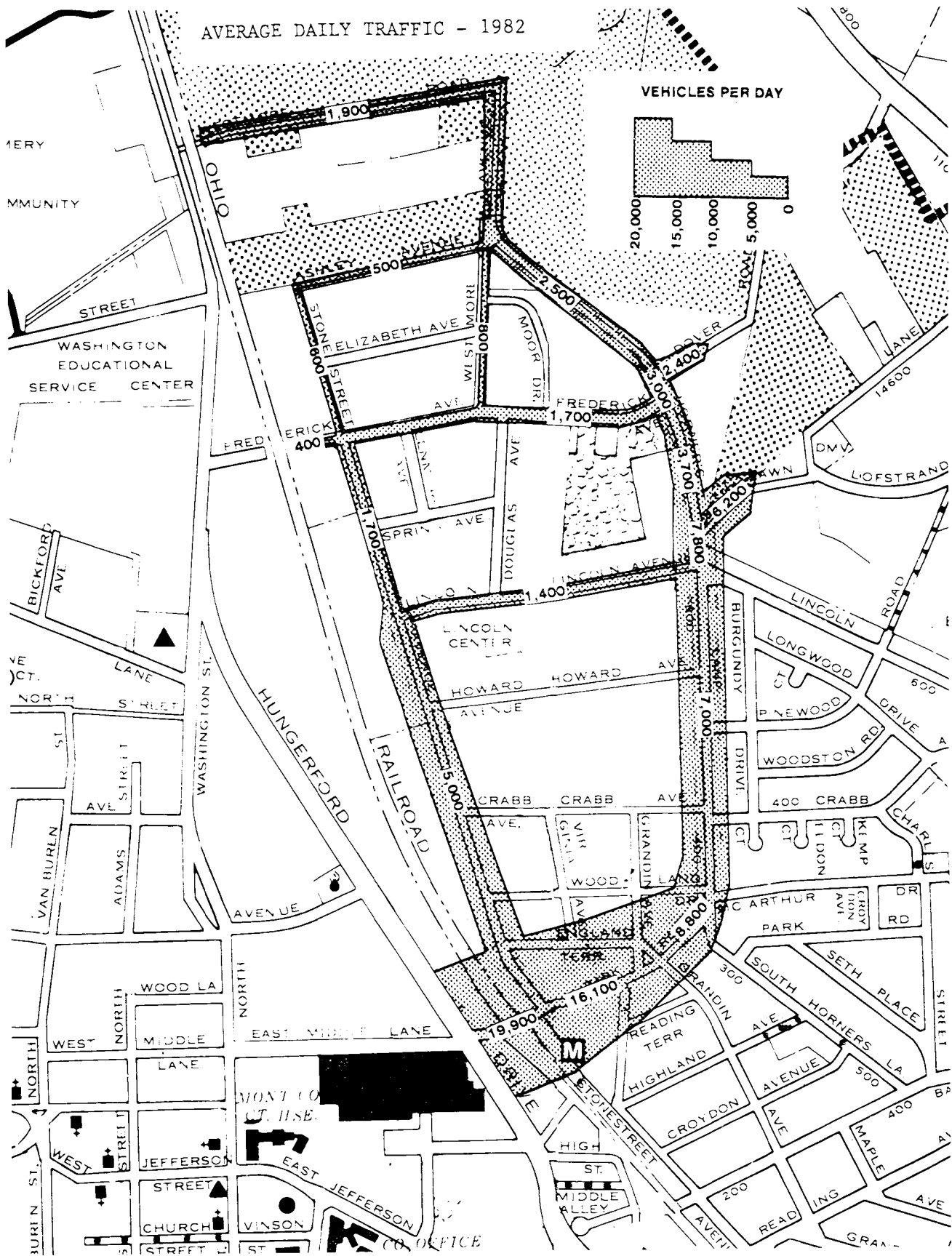
## LINCOLN PARK TRAFFIC - 1982 Average Daily Traffic (ADT) - Selected Streets

Roadway	Between	Proposed Class	ADT
1. Park Road	Rt. 355/N. Stonestreet	B	19,900
2. Park Road	N. Stonestreet/S. Stonestreet	B	16,100
3. Park Road	S. Stonestreet/Horners Lane	P	8,800
4. Horners Lane	Park Road/Lincoln	P	7,000
5. Horners Lane	Lincoln/Southlawn Lane	P	7,800
6. Horners Lane	Southlawn/Frederick	P	3,700
7. Horners Lane	Frederick/Dover	P	3,000
8. Horners Lane	Dover/Westmore	BS	2,500
9. Dover Road	East of Horners Lane	B	2,400
10. Southlawn Lane	East of Horners Lane	BS	6,200
11. Westmore Road	North of Horners/Ashley	BS	1,900
12. Westmore Ave.	Frederick/Ashley	S	800
13. Ashley Avenue	N. Stonestreet/Westmore	S	500
14. Frederick Ave.	Horners Lane/Westmore	P	1,700
15. Frederick Ave.	Westmore/N. Stonestreet	P	1,400
16. Frederick Ave.	N. Stonestreet/Railroad Tracks	S	400
17. Lincoln Ave.	Horners Lane/N. Stonestreet	S	1,400
18. N. Stonestreet	Ashley/Frederick Ave.	S	600
19. N. Stonestreet	Frederick/Lincoln	P	1,700
20. N. Stonestreet	Lincoln/Park Road	B	5,000

### Abbreviations and Acceptable ADT Levels (maximum)

S = Secondary	2,500
P = Primary	10,000
BS = Business Secondary	5,000
B = Business Primary on Industrial	No Limit (For this area expected maximum ADT = 20,000)

# AVERAGE DAILY TRAFFIC - 1982



AVERAGE DAILY TRAFFIC (ADT)  
COUNTS FOR PLANNING AREA 2  
(Shown for Comparison Only)

<u>Roadway</u>	<u>Between</u>	<u>Class**</u>	<u>ADT</u>
Route 355	Beall Ave./Middle Lane	A	39,000
Route 355	Middle Lane/Route 28	A	38,000
Middle Lane	Route 28/N. Washington	B	13,000
Route 28	Route 355/First Street	A	27,500
Veirs Mill Road	First St./Edmonston	A	27,000
First Street	Veirs Mill/Baltimore	A	18,500
First Street	Baltimore/First St.	A	21,500
Route 28	First St./Gude Drive	A	17,000
Park Road	Route 355/N. Stonestreet	B	19,000
Park Road	N.Stonestreet/S.Stonestreet	B	15,000
S.Stonestreet Ave.	Park/Baltimore	B	8,000
S.Stonestreet Ave.	South of Baltimore	B	1,500
Baltimore Road	S. Stonestreet/Route 28	P	7,000
Baltimore Road	Route 28/Edmonston	P	7,500
Park Road	S.Stonestreet/Horners	P	8,500
N. Horners Lane	Park/Southlawn	P	7,000
N. Horners Lane	Southlawn/Frederick	P	3,500
Southlawn Lane	Horners/Loftstrand	P	5,000
N.Stonestreet Ave.	North of Park Road	B	6,500
First Street	North of Route 28	P	5,500

\* All counts taken between 1978-1981

\*\* Roadway Classification - A=Arterial, B=Business, P=Primary Residential

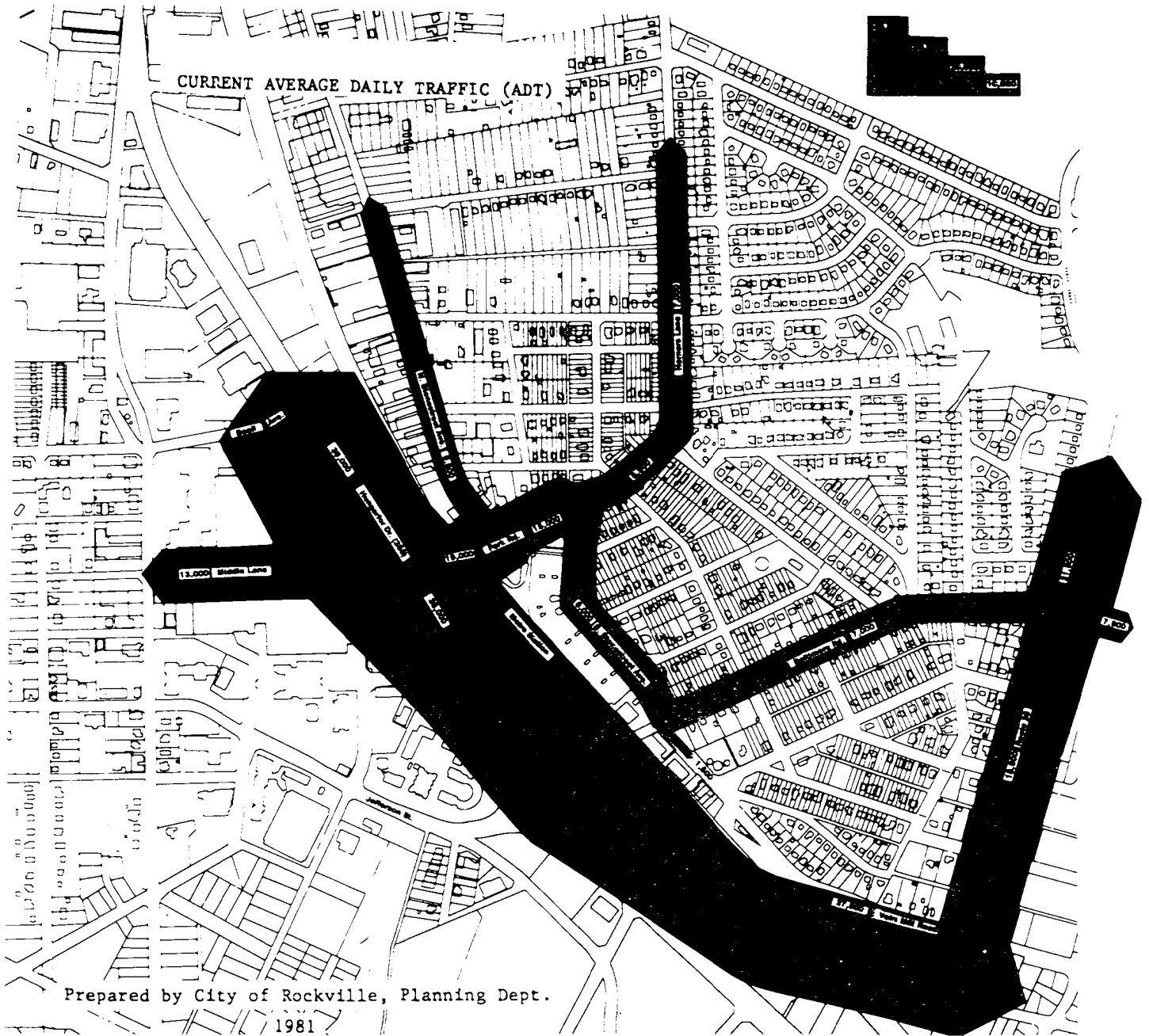
Acceptable Volume Levels by Roadway Classification

<u>Class</u>	<u>ADT Range</u>
Arterial	12,000 minimum
Business	20,000 maximum
Primary	12,000 maximum
Secondary	2,500 maximum

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Source: Prepared by City of Rockville, Department of Public Works

PLANNING AREA 2





## APPENDIX 2

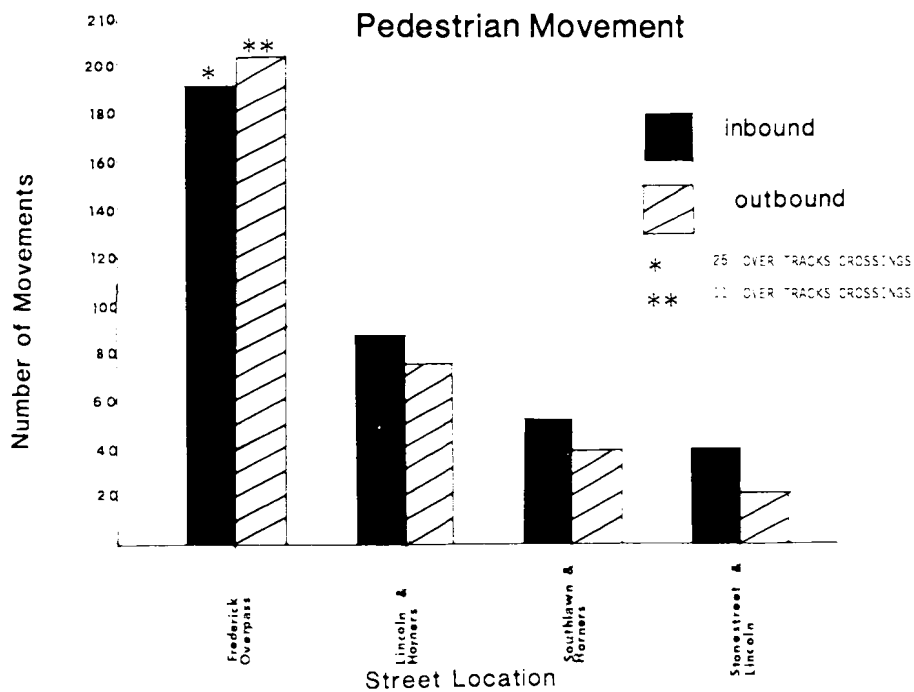
### Pedestrian and Bicycle Movement - June 1982

#### Pedestrian Movement

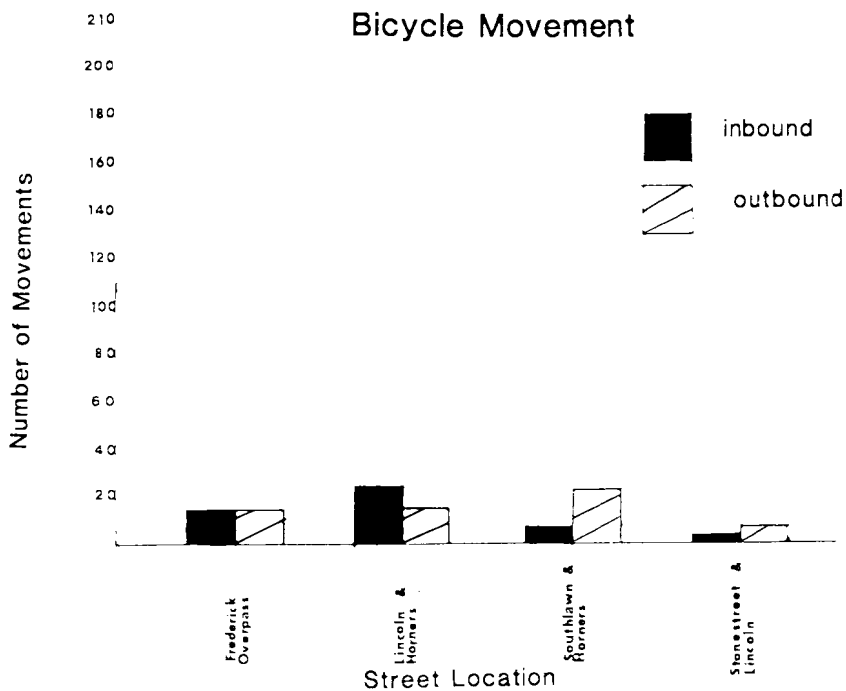
The most heavily traveled area by pedestrians is the overpass at Frederick Avenue with a small number of people crossing over the (at-grade) railroad tracks. Lincoln Avenue at Horners Lane is the second most traveled area. This intersection poses a conflict with a bus stop and large number of automobiles traveling Horners Lane. Nearby, the corner of Southlawn Lane at Horners Lane is less traveled by pedestrians and causes less of a conflict with Horners Lane. Lincoln Avenue at Stonestreet is the least used by pedestrians and does not cause conflict.

#### Bicycle Movement

Bicycle movement is low compared to pedestrian movement. The highest number of movements is the intersections of Lincoln Avenue at Horners Lane and Southlawn Lane at Horners Lane which can create conflict with the heavy automobile traffic on Horners Lane. Lincoln Avenue at Stonestreet Avenue and the overpass on Frederick Avenue are the least used and does not pose conflict with other traffic.



COUNTS PREPARED JUNE, 1982



COUNTS PREPARED JUNE, 1982

## APPENDIX 2 (Continued)

### Conflict Areas

Stonestreet Avenue and Horners Lane are the most heavily used by automobiles and thus is the area of most conflicts as indicated by accident reports of 1980 through 1982. Pedestrian and Bicycle movement study also shows conflict in these areas. Lincoln Avenue at Horners Lane has the greatest conflict since it is the highest travelled by bicycle and the second highest travelled by pedestrians. The bus stop located on Horners Lane also causes conflict. The overpass is sometimes by-passed for at-grade crossing through the fencing.

<u>YEAR</u>	<u>LOCATION</u>	AGE OF <u>BICYCLIST</u>	FAULT/CAUSE M-MOTORIST <u>B-BIKE</u>
1976:	Dover Road, E. of Horners Lane	9	B-Bicyclist at fault
	Horners Lane, N. of Howard Ave.	14	B-Bicyclist at fault
	Horners Lane*	18	B-Failure to stop
1977:	Moore Drive, N. of Frederick Ave.	7	B-Bicyclist at fault
	Frederick Avenue, W. of Westmore Avenue	22	M-Negligent driving
1978:	Ashley Avenue*	8	B-Bicyclist at fault
	Horners Lane*	11	B-Bicyclist at fault
	Lenmore Avenue*	12	M-Failure to yield
	Frederick Avenue*	8	M-Failure to yield
	Frederick Avenue & Stonestreet Ave.	19	M-Failure to yield
1979:	Horners Lane, N. of Howard Ave.	9	B-Bicyclist at fault
	Frederick Avenue, W. of Railroad tracks	11	M-Failure to yield

\*Exact location not reported.

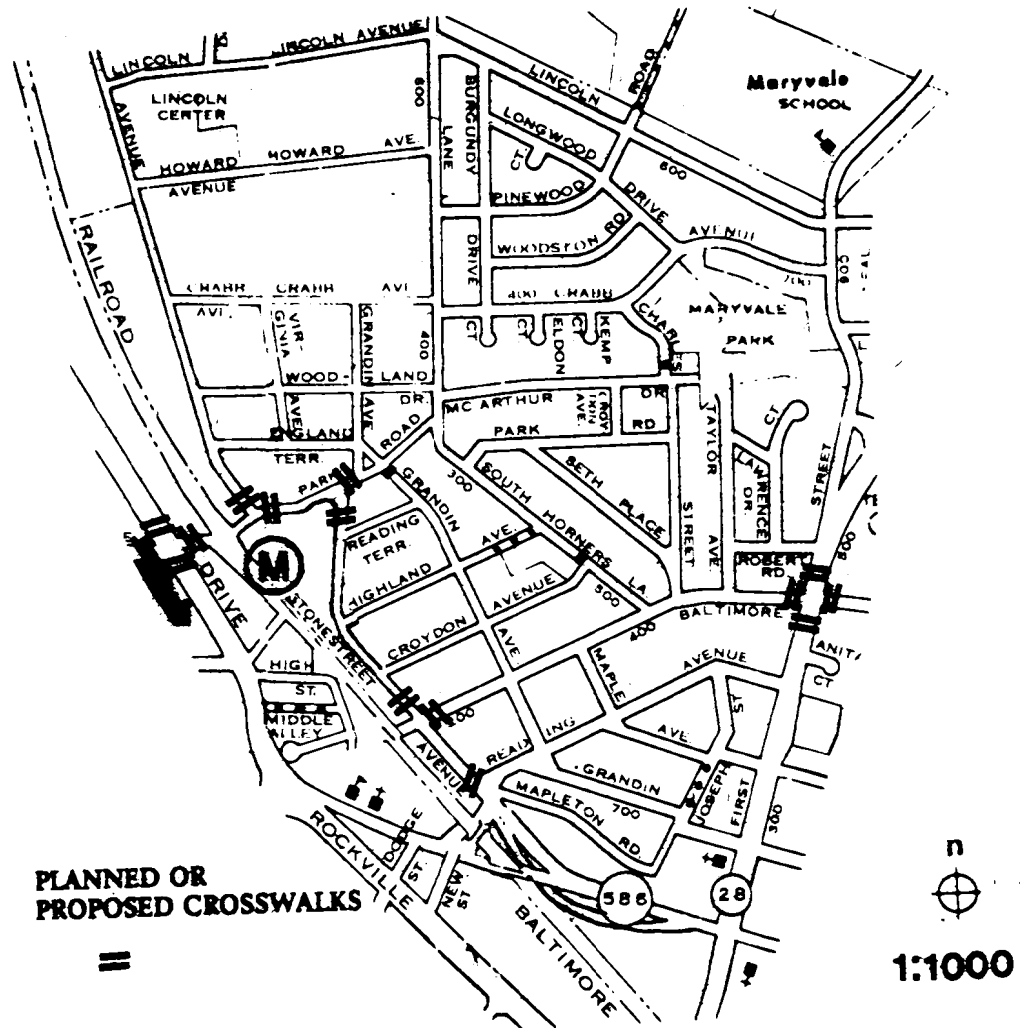
Source: Maryland Automated Accident Reports Systems (MAARS)

## APPENDIX 2 (Continued)

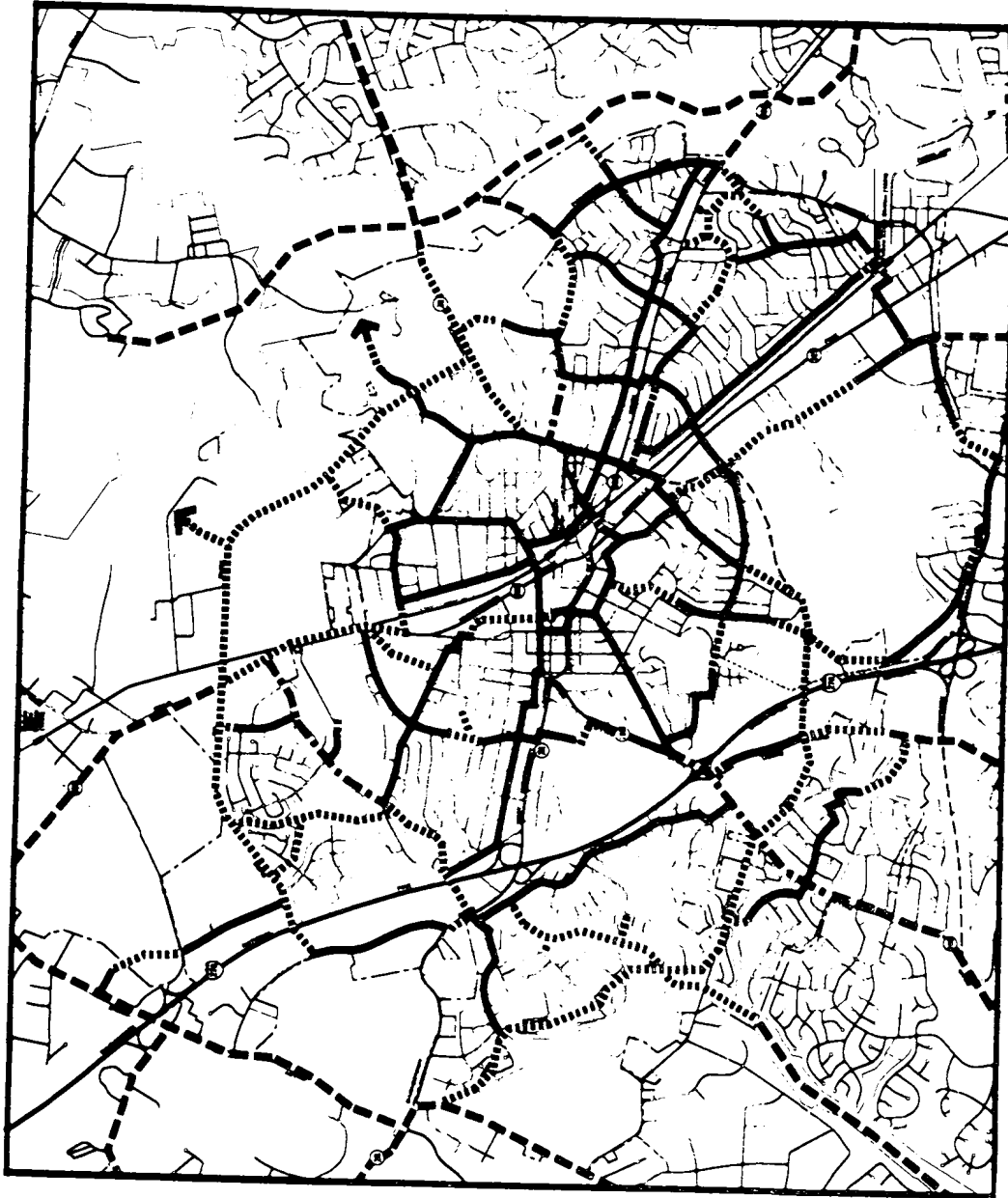
Three significant observations can be made about the 12 bicycle/vehicle accidents reported in the Lincoln Park area during these five years:

- 1) The accidents involved bicyclists no younger than eight years of age and no older than 22.
- 2) Ten of the 12 accidents were on Horners Lane or Frederick Avenue.
- 3) Accident responsibility was split almost evenly between bicyclist and motorist (7 and 5, respectively).

CROYDON PARK CROSSWALK PLAN  
(Shown for Comparison Only)



ADOPTED BIKEWAY PLAN FOR  
LINCOLN PARK SHOWN UNDER  
CIRCULATION ELEMENT



This map is from the Rockville Bikeway Study currently being developed by the Department of Recreation and Parks and does not necessarily reflect the thinking of the Planning Commission.

# ROCKVILLE BIKEWAY

## Bikeway Plan

### Legend:

- ..... Class I Bike Path
- Class II Bike Lane
- Class III Bike Route
- · - · - Other Jurisdictional Bikeway
- - - - - Corporate Limits



Scale  
1" = 3200'



One Mile

City of Rockville  
Department of  
Recreation and Parks  
August 1981

## APPENDIX 3

### Parks and Playgrounds Serving Lincoln Park

#### Horners Lane (Pump House) - 1.2 Acres

South Horners Lane Facilities, etc.:	Heated Community Center building; toilet facilities; tot play lot; basketball court with 2 baskets; benches; picnic facilities, grills, and tables.
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#### Lincoln Park Recreation Area - 6.7 Acres

Frederick Avenue Facilities, etc.:	Community Center with gymnasium; toilet facilities; older children's play area; lighted basketball court with 6 baskets; baseball field; water fountain; summer playground; parking lot; outdoor checkerboard, shuffleboard court; picnic facilities; and bike rack.
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#### Lincoln Terrace Park - \_\_\_ Acres

Westmore Road & North Horners Lane:	Tot Lot play area with swings, benches, merry-go- round, jungle gym.
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#### Maryvale Park - 6.0 Acres

812 First Street Facilities, etc.:	Gazebo, tot play area; older children's play areas; basketball court with 4 baskets; baseball field; tetherball poles; summer playground; benches; toilet facilities; and picnic tables.
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#### Civic Center - 100.7 Acres

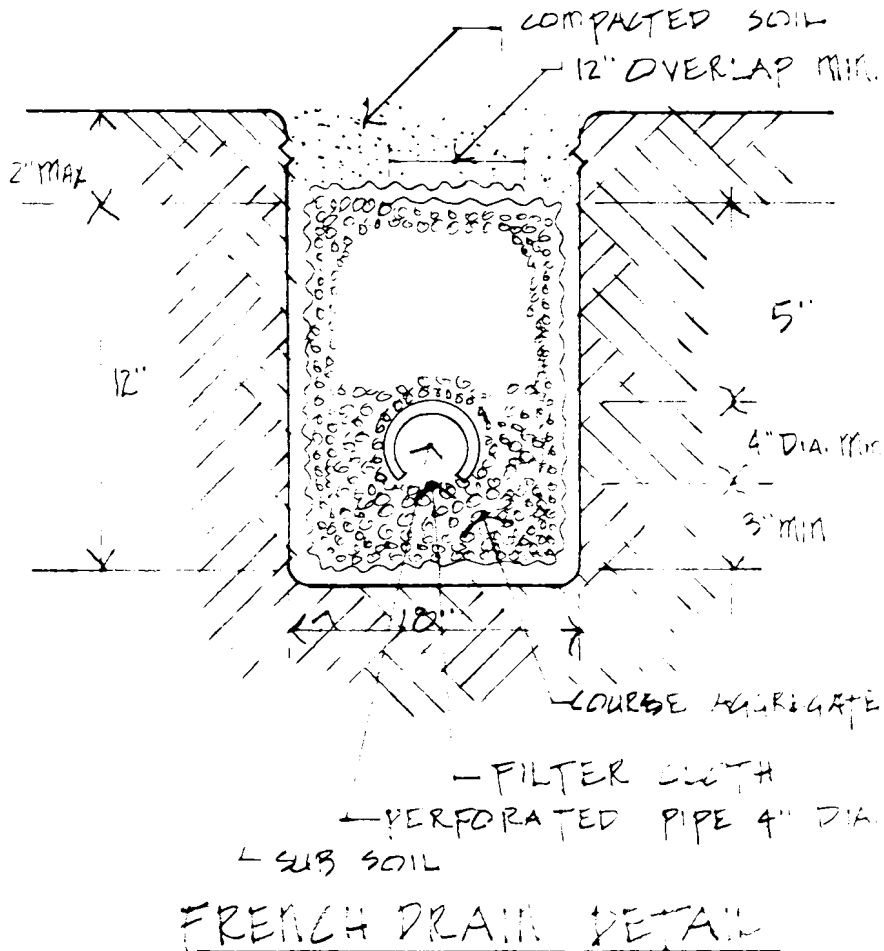
603 Edmonston Drive Facilities, etc.:	Thirty-room mansion with full kitchen; social hall; formal gardens; auditorium, toilet facilities; tot play area; 3 tennis courts; winter sports; picnic facilities; nature trail; large parking lots.
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## APPENDIX 4

### FRENCH DRAINS

#### Description:

Work of this type shall include the furnishing and installation of polyester filter cloth, PVC pipe or equal, and gravel at the location shown on the drawings.



#### Materials:

- (a) Filter cloth shall be mirafi #1409, Typar #3401, or equal.
- (b) Envelope material shall be washed gravel 100% passing 1-1/2 or 2 inch sieve and 0-10% passing 1/2" sieve, to conform to a local available gradation.
- (c) Pipe 4" minimum diameter PVC (D3034), or equal.



#### Construction Requirements:

Trenches for French drains shall be excavated to an 18" width and 24" depth, where possible, and sloped toward the outfall where shown on the drawings and/or staked on the ground. Filter cloth shall be laid in the trench with sides folded back to allow for the placement of gravel. The gravel shall be a minimum of 3" depth before placing the pipe, the remaining gravel shall be placed and compacted to the depth of 12" the full length of the drain. The cloth sides shall be folded across the top of the gravel with a minimum overlap of twelve inches (12"). The remaining depth of the trench shall be backfilled with a porous type earth and stabilized by seeding.

All drains shall be laid to a uniform line and surrounded with envelope material. Pipe shall be 4" in diameter and shall be laid with the perforations down and oriented symmetrically about the vertical center line. Connections will be made with manufactured functions comparable in strength with the specified pipe unless otherwise noted. Deformed, warped, or otherwise damaged pipe shall not be used.

The upper end of each subsurface drain pipe shall be closed with a tight fitting cap of the same material as the conduit or other durable material unless connected to a structure.

## APPENDIX 5

### Lincoln Park Survey Summary

The Lincoln Park-Neighborhood Planning Advisory Group (LP-NPAG) individually surveyed the 340 households which comprise the Lincoln Park study area. The technique used was a mail-back survey hand delivered several days in advance of door-to-door contact. Residents were encouraged to respond or assisted in responding to the survey by Advisory Group members.

It was determined that a 100% sample should be prepared since the area is so small. A response of 20% was sought, also due to the fact that the sample area was small. Actual response was 120 or 35%. This is a very acceptable sample response for the community.

Seventy-six percent of respondents to the survey were from the single-family areas, which is consistent with community composition (single-family homes comprise 61% of the neighborhood). Responses from the apartment complexes were excellent where a 24 percent response occurred. This is exceptional for a rental community, especially within a public housing project and probably reflects good canvassing by the Advisory Group members in this area.

On the following page is a copy of the survey as referred out by staff on behalf of the LP-NPAG in April, 1983. The percent response is indicated in the blanks. The number in parenthesis following some answers indicates failure to respond to a specific question.

# LINCOLN PARK

Dear Neighbor:

April 5, 1983

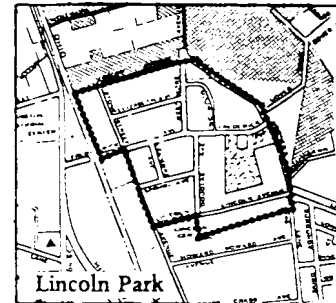
The Lincoln Park Neighborhood Planning Advisory Group (NPAG), as appointed by the City Planning Commission, has been working to prepare a neighborhood plan for the past several months. We need your help through this survey to gain additional information from the community. The Advisory Group is composed of neighborhood residents and is assessing community concerns and issues, such as housing and law enforcement and the future of the community.

Please respond to this survey. Only with your help can a complete survey be prepared. Bear in mind that there are no "right" or "wrong" answers. Please mail as soon as possible. No postage is necessary. If you have a question, Advisory Group members will be visiting to answer questions on April 9, 1983 or call City Staffer Lew Sanford at 424-8000, ext. 205. Watch for announcements of LP-NPAG meetings in Rockville Reports, the City newsletter. All meetings are open to the public.

Your time is sincerely appreciated.

Thank you.

Lincoln Park NPAG



## NEIGHBORHOOD SURVEY -- Please Check Answer:

1. Do you like your neighborhood? (7%) Yes 58% No 35%
2. Are you satisfied with the following services: police 54% fire 58% recreation 51%  
street maintenance 48% streetlighting 50% community resources 47%
3. How many members residing in your home are in each age group? (include yourself)  
(0-4) 8% (5-14) 17% (15-19) 9% (20-24) 12% (25-59) 37% (60 +) 8%
4. Do you (and/or working family members) walk to work 14% bike to work 8% take public transit to work 12% drive to work 47%?
5. Would you use a Minibus service if it were available? Yes 84% No 13% (3%)
6. Will you use Metrorail service when it is available in 1984? Yes 65% No 23% (12%)
7. Will you walk 65% bike 0% or drive 35% to the Metrorail Station?
8. How long have you been living in this home? years 15 months 6 average
9. How much longer do you expect to live in this home? less than 1 year 8%  
1-5 years 22% 5 or more years 64% (6%)
10. Are you a homeowner 52% or a renter (tenant) 48%?
11. Where do you shop for groceries, use drug store, barber and laundry facilities?  
in Lincoln Park 26% Downtown Rockville 83% Rockville Pike 56% Other 28%  
Need - local laundry and convenience shopping.
12. Please check the facilities your household uses: Lincoln Park Community Center and Playground 58% Pump house 18% Civic Center Mansion 43% Municipal Swim Ctr. 43% Other 16%
13. What service or facility would you like to see improved more than any other?  
In priority: police enforcement (especially loitering); improve community ctr. & grounds;  
improve public transportation.
14. Prior to receiving this survey, were you aware of the Lincoln Park Neighborhood Planning Advisory Group? Yes 73% No 24% (3%)

## APPENDIX 6

### LINCOLN PARK - STORM WATER MANAGEMENT

The park behind the Lincoln Park Community Center has suffered from storm water problems since it was constructed. A special storm drainage system (underdrains and outfall to pick up spring heads and drain low soggy areas) is recommended to make the park usable to residents all through the year. The park is currently unusable approximately eight months per year. Even in the summertime after heavy rain storms the park can remain unusable for days at a time.

At this time the estimated costs are as follows:

100 LF 15' S.D. @ 35.00	=	\$ 3,500.00
300 LF Underdrain @ 15.00	=	4,500.00
Structure	=	2,000.00
Spring boxes 3 @ 750.00	=	2,250.00
Sod 500 Sq. Yard @ 4.00	=	<u>2,000.00</u>

Subtotal	\$14,250.00
Contingency 15%	<u>2,137.00</u>

Total                    \$16,387.00

IF     \$17,000  
Engr. 16%     3,000

THEN     \$20,000

